DOCUMENT RESUME

ED 251 900 EA 016 620

AUTHOR	Winsand, Jean
TITLE	Technical Assistance for School Improvement. Knowledge Use and School Improvement--1982.
SPONS AGENCY	Pennsylvania State Dept. of Education, Harrisburg.
PUB DATE	82
GRANT	778250
NOTE	143p.; For individual papers, see EA 016 621-629. For related documents, see EA 016 630-631.
AVAILABLE FROM	Publications, School of Education, University of Pittsburgh, 5T 17 Forbes Quad, Pittsburgh, PA 15260 ($5.00).
PUB TYPE	Collected Works - Conference Proceedings (021)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Change Agents; Community Cooperation; Community Involvement; *Consultants; Consultation Programs; Curriculum; Declining Enrollment; Educational Assessment; Educational Facilities Improvement; *Educational Improvement; Elementary Secondary Education; Guidance; Instruction; *Long Range Planning; Professional Services; Staff Development; *Technical Assistance
IDENTIFIERS	Knowledge Utilization; Long Range Planning for School Improvement PA; *Pennsylvania; PRISM Pittsburgh Model for Staff Development

ABSTRACT

This document gathers together nine papers prepared in conjunction with a series of four seminars, held from January through May 1982, on the Role of Technical Assistance in the Long Range Plan for School Improvement. The seminars included participants from higher education, intermediate units, and public school superintendents. The following papers are collected: (1) John A. DeFlaminis and Robert F. Nicely, Jr.'s "School Improvement in Pennsylvania--Curriculum and Instruction Issues for the Technical Assistant"; (2) Therese T. Walter's "Technical Assistance--Long Range Plan for School Improvement"; (3) Richard C. Wallace, Jr.'s "The Role of Staff Development in Long Range Planning for School Improvement"; (4) Ann Marshall's "PRISM--Pittsburgh's Research Based Instructional Supervisory Model for Staff Development"; (5) James Angevine's "Proposed Schenley High School Teacher Center"; (6) Charles J. Gorman's "Registration and School Improvement"; (7) Nicholas F. DeFigio and Michael J. Elsberry's "Community Involvement: The Role of the Technical Assistance Partner"; (8) James M. Burk's "Technical Assistance for School Improvement in a Declining Enrollment"; and (9) Evelyn M. Fisher's "A Knowledge Use Perspective: Comments on a Conference." (JBM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED251900

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

Charles J. Gorenflo

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

EA 016 620

TECHNICAL ASSISTANCE FOR
SCHOOL IMPROVEMENT

This document was developed under a grant funded
by the Pennsylvania Department of Education
to the University of Pittsburgh
School of Education

Jean Winsand, Director
Inservice Continuing Education
School of Education

Grant No. 778250

TABLE OF CONTENTS

	Page
Foreword	i
School Improvement in Pennsylvania--Curriculum and Instruction Issues for the Technical Assistant John A. DeFlaminis, Robert F. Nicely, Jr.	1
Technical Assistance--Long Range Plan for School Improvement Therese T. Walter	19
The Role of Staff Development in Long Range Planning for School Improvement Richard C. Wallace, Jr.	26
. PRISM--Pittsburgh's Research Based Instructional Supervisory Model for Staff Development Ann Marshall	33
. Proposed Schenley High School Teacher Center James Angevine	38
Registration and School Improvement Charles J. Gorman	43
Community Involvement: The Role of the Technical Assistance Partner Nicholas F. DeFigio, Michael J. Elsberry	67
Technical Assistance for School Improvement in a Declining Enrollment James M. Burk	74
A Knowledge Use Perspective: Comments on a Conference Evelyn M. Fisher	121

FOREWORD

This document has been prepared as a report on a series of seminars on the Role of Technical Assistance in the Long-Range Plan for School Improvement. The series of four sessions held from January through May, 1982, was invitational and included participants from higher education, Intermediate Units and public school superintendents. The role of the technical assistant in the development of long-range plans was discussed. The issues examined included: curriculum and instruction, administrative planning, community involvement, registration processes, and staff development. Eight people were asked to prepare papers in one of the above areas and these papers are included in this document. A final paper was prepared by Dr. Evelyn Fisher of the Center for Knowledge Use, which is a response to the original papers. This response reviews the papers from a knowledge-use point of view.

Special appreciation is extended to the following persons for their help in the preparation of the document.

Dr. James Burke
Dr. Nicholas DeFigio
Dr. John DeFlaminis
Dr. Michael Elsberry
Dr. Evelyn Fisher
Dr. Charles Gorman
Dr. Robert Nicely, Jr.
Dr. Richard Wallace, Jr.
Dr. Therese Walter

Carol Fiumara is thanked for all the organization and typing of this document.

Participants in the seminar series who provided invaluable aid by their session input included:

Dr. James Burke
Dr. Harrie Caldwell
Dr. Donald Clark
Dr. John DeCaro
Dr. John DeFlaminis
Dr. Michael Elsberry
Dr. Lawrence Gagnon
Dr. Charles Gorman
Sr. Mary Francis Grassinger
Dr. Charles Kofoid
Dr. Joseph Lagana
Ms. Jan Nader
Dr. Robert Nicely, Jr.
Dr. Mary Steckinger
Dr. Richard Wallace, Jr.
Dr. Therese Walter
Ms. Linda Weber

Finally, recognition is extended to the Pennsylvania Department of Education officials whose realization of the importance of this type of interaction provided the financial assistance to enable this activity to occur.

SCHOOL IMPROVEMENT IN PENNSYLVANIA--CURRICULUM AND INSTRUCTION ISSUES FOR THE TECHNICAL ASSISTANT

John A. DeFlaminis
Central Intermediate Unit #10

Robert F. Nicely, Jr.
The Pennsylvania State University

> "Would you tell me, please, which way I ought to go from here?" "That depends a good deal on where you want to get to," said the Cat. "I don't much care where--so long as I get somewhere," Alice added as an explanation. "Oh, you're sure to do that," said the Cat, "if you only walk long enough."
>
> Alice's Adventures in Wonderland
> Lewis Carroll

The purpose of this paper is to clarify and discuss some of the major issues involving curriculum and instruction and how these issues impact on the persons who act as technical assisters for the Long Range Plan for School Improvement. Throughout the aforementioned seminar series, numerous concerns and ideas were raised. We have classified these concerns and ideas into the five issues presented in this paper. We realize that these five are not inclusive of all issues that could be raised and are not mutually exclusive, but are quite interdependent.

The first issue acts as a conceptual framework for the entire long-range planning process, while issues two through four focus specifically on Section I of the Long Range Plan for School Improvement. The final issue--continuity of technical assistance--acts as a capstone for the preceding four, especially in its implications for technical assisters. The discussions are intended to provoke questions and provide some direction to persons who are just entering the partnership of technical assistance to school districts.

Issue 1

Long range planning should be viewed as a deliberative and participative process whose steps should not be considered in isolation of each other.

Discussion

Based on observations by the authors and conversations with others who

have had an opportunity to observe the planning processes used by school districts of Wave I and II of school improvement, we feel that many school districts tend to view the long range planning process as a set of unconnected or only slightly connected steps in a process. Our contention is that administrators involved in developing the Long Range Plan for School Improvement need to see the whole of the planning process and the resultant product before they can reasonably develop an effective long range plan. To attempt to do any section of the plan in isolation from the other sections is possible, but likely to be somewhat less than highly effective.

We contend that what is needed is the development and implementation of a deliberative process involving discussions with faculty, administrative staff, and representatives from intermediate units, institutions of higher education and the community at the front end of the planning process. Considerable time needs to be spent in examining and establishing goals, defining desired outcomes, identifying, clarifying and questioning the underlying assumptions and exploring reasonable alternatives for the long range planning process. These typify many of the crucial early elements in generic problem solving and planning processes found throughout the literature. Banathy (1968) has indicated that

> Schools exist to meet the educational needs of the society. They accomplish this through a continuous interaction with their environment. The key aspect of this interaction is information exchange. Information upon which the school is to operate is generated both externally and internally. It comprises the main input to planning, programming, and managing education.

In his book entitled Educational System Planning, Kaufman (1972) notes that an overall educational management process model may be conceived of being constituted of the following elements:

1. Identify a problem (based on documented needs).

2. Identify solution requirements and solution alternatives.
3. Select solution strategies (from among the alternatives).
4. Implement selected strategies (to achieve the required outcomes).
5. Determine performance effectiveness.
6. Revise as required any step in the process.

The first five of these six steps can be classified into two major components--problem identification (steps one and two), and problem resolution (steps three, four, and five). The sixth step is used as both problem identification and problem solution (Kaufman 1972). His notion is that considerable time and energy should be spent in order to establish the proper identification of needs before anything else is considered. Our thinking and experiences are congruent with Kaufman's in that districts which have rushed into Long Range Planning for School Improvement have often encountered severe problems later in the planning process because they did not take the time to conceptualize the entire process and to develop and internalize the relationships among its constituent elements. Without such a percolation period, school districts might race to premature conclusions, choices of inappropriate action plans, and hastily conceived staff development programs. As much as three or four months might be needed in order to develop good working relationships, mediating the political process in the district, identifying and setting reasonable expectations, and defining a comprehensive needs assessment strategy.

Implications

One possible solution would be for the Department of Education to develop a document which would be an idealized process manual. However, it appears to us that what is needed is for the Department of Education, institutions of higher education, and intermediate units to orchestrate a process which will encourage districts to remember the old adage that "haste makes waste" and to spend

what may seem to many, an inordinate amount of time in developing a high quality administrative plan for the Long Range Planning process for School Improvement.

Issue 2

Comprehensive needs assessment strategies are needed which reflect both current developments and an ordered sequence in curriculum and instruction.

Discussion

Rosenshine's quotable summary statement on time--"You get what you teach for"--has a corollary in the results of needs assessments--"You get what you assess for." This is the issue under consideration:

a. What scope of the needs assessment does the Long Range Plan for School Improvement (LRPSI) suggest?

b. What kind of data and direction does the LRPSI needs assessment process tend to lead us?

c. What are the implications for the technical assisters?

The LRPSI Resource Guide 3: Programs and Services Needs Assessment specifies that the major outcomes, in analyzing building/district programs and services strengths and needs, is:

> ...,the determination of the primary areas of student strength and weaknesses on a building basis, and the assignment of priorities to the needs identified. To achieve the above outcome, districts confirm their programs and services goals; analyze the relationship among school courses, student achievements and the Twelve Goals of Quality Education; and analyze student growth on a variety of achievement and attitude measures (Pennsylvania Department of Education, 1981, p.5).

The reporting requirements specify the listing of the districts' programs and services goals and relating them to the Twelve Goals of Quality Education. The "districts' educational goals will vary in number, content and level of specificity. Districts will also vary in the degree to which their goals are systematically related to the schools' real curriculum, instruction and testing program" (Ibid). Finally, in response to a later question which asks whether the

Twelve Goals of Quality Education should be adopted, the response is "The Twelve Goals of Quality Education are strongly recommended, but are not required...What is asked is that districts relate their goals to the Goals of Quality Education" (Ibid).

As one considers the needs assessment examples provided in the LRPSI Resource Guide 3, the conclusion that the direction suggested is more specific to the Twelve Quality Goals and written curriculum is not difficult to reach. While needs assessments are "often defined as a systematic process for examining the relationship between ideal or intended conditions (goals/objectives... WHAT SHOULD BE) and real conditions (program, test and/or opinion data--WHAT IS)" (Ibid), the needs assessment process guides do not tend to lead to comprehensive examinations of both curriculum and instruction, nor does the suggestion of a "systematic process" emerge. What does emerge is a thorough examination of a district's written curriculum, planned courses, and the Twelve Quality Goals. By requirement, the relation of all district goals to the Twelve Goals tends to prevent the framing of goals in areas which significantly impact on curriculum and instruction such as classroom management, leadership, or instructional monitoring.

As a more systematic decision-making strategy (Coffing and Huchison, 1974), needs are basic criteria for designing and for evaluating educational programs and services. To date, however, there are no definitive needs strategies which comprehensively measure Pennsylvania's unique goals and curriculum and the important instructional issues which emerge from the effective classrooms/schools literature. Certainly, Pennsylvania's EQA (Educational Quality Assessment) is most comprehensive for the Commonwealth's unique goal structure and is most useful and used in the development and assessment of the written curriculum. Since the seldom used condition variables do contain key instructional elements such

as time and expectations (parents and teachers), this known resource might be the most logical vehicle for both a comprehensive and ordered sequence of assessment for Section I of LRPSI. Some EQA field representatives already use these data for a preliminary action planning step called program analysis. Further, both the sequence and comprehensive range suggested in this issue were originally planned for EQA, but abandoned due to diminishing resources and increased demands.

Implications

Five key questions might be posed by the technical assister asked to assist a school district to systematically examine the relationship between ideal and real conditions in a district:

a. What should be the scope of the needs assessment?

b. On whose needs will you focus and at what level?

c. What kind and amounts of data should be collected for your purpose?

d. What sources and methods might you use?

f. What existing assessment products interface with your purposes?

The needs assessment phase of Section I, in our opinion, tends to focus on the assessment and development of the written curriculum. The technical assister should be aware that the answers to the above questions might lead to the consideration of important instructional questions. If this does occur, the technical assister will be required by necessity to go beyond standard LRPSI guidelines and resources.

Issue 3

Alternatives other than curriculum development should be considered for the development of action plans in Section I of the Long Range Plan.

Discussion

School districts involved in Waves I and II of School Improvement have

tended to put a considerable amount of time and effort into developing action plans which focus on the development and articulation of curriculum in reference to the high priority goals for those districts. This is quite understandable given the highly visible emphasis on the development of the planned course by the Pennsylvania Department of Education and the release of its document entitled "The Planned Course: Guidelines" (PDE, 1981). The process of developing planned courses is a relatively safe one for school districts to pursue. Planned course documents which contain the four critical variables (objectives, content used to reach objectives, expected levels of achievement and evaluation procedures) are highly visible and their production forces a task orientation on administrative and instructional staffs of school districts. However, one must question development of planned courses and K-12 curriculum articulation as the only (or most important) way to improve the quality of education in the schools as one might infer from the "action plan" portion of Section I of the Long Range Plan for School Improvement.

It appears that the improvement of instruction is rarely established as a priority goal for school districts. This is perhaps because the instructional area is more difficult to deal with than is the curriculum area. Instructional improvement involves a broad range of technical and interpersonal competencies on the part of supervisors, administrators, and technical assisters in reference to instructional programming. Unfortunately, the focus on such areas is not traditionally a part of the education and training they receive in graduate school programs in administration; nor do administrative staffs of school districts usually undertake systematic efforts for their own continuing professional education. Their tendency is to plan for others--the teachers and aides in the district. The typical school district has a staff development program consisting of sporadic released days addressing an assortment of concerns, an evaluation program consisting of biannual teacher ratings using the DEBE 333, and a

supervision program most teachers cannot distinguish from the evaluation program (Goldsberry, 1982). It appears that missions for staff development, for instructional supervision and for educational evaluation overlap extensively and all tend to focus on improvement of instruction. At the district and intermediate unit level there appears to be a need to orchestrate instructional improvement efforts that will offer school leaders a structured and interactive forum for developing site specific plans for a concerted program in school and instructional improvement (Goldsberry, 1982).

Implications

In developing action plans, one might do well to consider the immediacy of results. While curriculum development and planned course development activities may be helpful over the long term, many parents and teachers are concerned about "what can happen tomorrow" in the schools. Nicely (1977) has shown how an instructional management plan can be integrated with a curriculum plan over both the short term and the long term in an attempt to improve instruction in mathematics using the principles of diagnostic prescriptive teaching and mastery learning. In his book, Instructional Design, Kemp (1971) illustrates plans for unit and course development that include both instructional and curricular aspects. The overriding notion is that curriculum development as an isolated activity is probably inadequate for successful action planning as part of the long range plan for school improvement. Creative, logical and interactive processes involving both curriculum and instruction need to be developed for both short term and long term effectiveness.

Issue 4

Guidelines for implementation and evaluation should be essential elements of action plans.

Discussion

This issue has both historical and research roots. The past history of

long range planning in Pennsylvania includes examples of long range plans developed but not implemented and submitted but not committed to. Two decades of attempts to improve practice have taught educators and researchers that "successful implementation is the critical factor...to improved practice" (Northwest Regional Educational Laboratory, 1980). Holmquist (1976) found that while great attention was given to the initial stage of problem articulation and making the decision choice, little attention was given to the subsequent stages of decision implementation and evaluation. Despite an extensive literature on implementation and our much improved understanding, key issues have not been presented and guidelines have not been developed to assist districts with this critical factor. Why do we need them and how might they help action planning?

A number of social and political characteristics pervade our school settings as we strive for school improvement. Managing under conditions of decline have required all educators to do more (or as much) with less. Superintendents and middle managers, with less job security, are reluctant to risk major change efforts. School boards change rapidly (and will change very dramatically in the next two years) and long term efforts may not receive continuous support. Many school districts already face deficits that make extended efforts more difficult. None of these have prevented the development of Long Range Plans, but any might affect the implementation. Perhaps even more important are the districts who do not fully perceive the implications for or consequences of framing ambitious and extensive goals, only to find themselves frustrated by the reality of impossible implementation conditions in their districts. The writers have seen several examples where conditions changed after the action plan was written made implementation impossible...and the long range plan had not even reached the submission stage! Implementation and evaluation guidelines might have helped action planning. Let us consider how.

Berman and McLaughlin (1976), citing the well known Rand Studies, have indicated that implementation "depends almost exclusively on conditions in the local environment: on leadership, appropriate staff training, and in the relation of the innovation to current problems. The absence of any of these factors can be viewed as a real impediment to improved practice." Harriott and Gross (1979) identify other factors that can block change efforts: failure to diagnose problems properly; inability to anticipate implementation problems; absence of effective monitoring and feedback; and minimal teacher participation.

In the course of our discussion of this issue, many noted that the lack of preparation of administrators in areas such as instructional supervision and the capacity of both administrative staff and technical assisters to deal with instructional analysis are serious impediments to implementation. The Northwest Regional Laboratory (1980),...in their review of implementation, indicated that:

> The critical factors seem to be: appropriate information that addresses the real and perceived problems of practitioners, acquisition of new personal skills to carry out the implementation, and the availability of skilled technical assistance to deal with the political realities associated with a change effort. Beyond this, one may agree that schools need to adopt 'a process, at the heart of which is staff dialogue, by means of which (the school) becomes responsive to its needs and to ways of fulfilling them better.' (Goodlad, 1979)

A recent summary by Loucks and Crandall (1982) indicated that the primary impact of technical assisters was at the school or district level. Classroom impact "only occurs when activities of external facilitators focus on specific implementation issues (e.g. planning, scheduling, problem solving, follow up); otherwise, external assistance works against classroom change." The reason for this finding may be explained by Neale, Bailey and Ross (1981):

> ...Some concepts of planned change emphasize the need to try out or pilot new practices, often on a small scale,

> before widespread use. During a trial phase the new practices and procedures may be altered to fit the local setting. Also, personnel may need a development phase in which they can acquire the skills needed to install a new practice. Because educational innovations are usually complex and people-oriented, the local school organization itself may need to change in order to accommodate a new practice or procedure. Thus, the implementation stage may be viewed as a stage of mutual adaptation, in which a new practice and the existing school organization both change.

Evaluation also plays a critical role in the school improvement process during the implementation of action plans. On-going evaluation, including structured feedback, is most important to the process of mutual adaptation, in which the school as an organization and a new program or practice are both changing. There is a continuous need to monitor new programs and practices, to identify problems or needed adjustments, and to alter conditions or implementation elements if necessary.

Implications

Technical assisters should be aware of the absence of implementation guidelines in the LRPSI process. Further, they should understand the key implementation issues that have emerged from the past two decades of research on change and utilize that knowledge both in providing the most effective technical assistance and in helping districts to anticipate implementation consequences. Finally, districts should be encouraged to monitor implementation, either through standard formative evaluation procedures or through such developed approaches as the Stages of Concern or Levels of Use (Hall, et al, 1978).

Issue 5

The continuity of technical assistance (via the partnership) should exist throughout the five years of the Long Range Plan for School Improvement (LRPSI).

Discussion

In their book, Strategies for School Improvement, Neale, Bailey and Ross

(1981) maintain that "despite reductions in school staffs and education budgets, resources are still available for school improvement....Opportunities to mobilize these resources for school improvement exist in the formation of local partnerships for school improvement, consisting of representatives of local school administration, the teaching staff, the state education department, and an institution of higher education." Will this continue to be true in the years of school improvement ahead? Are there potential barriers to the likelihood of continuity? Let's begin by looking at why continuity makes sense.

Karen Seashore Louis (1981), in reflecting on implementation and the improvement of school practice, stressed support for the development and use of "complex" or "hard to use" products and information. She explained...

> Research suggests that the more complex a program is and the more change is required, the less likely a school is to adopt it. But it also suggests that programs requiring little change provide little improvement. The more complex programs will give greater results and thus, more effective schools will be the outcome.

Crandall (1977) states that "most authors continue to agree that carefully planned and structured interorganizational efforts offer one of the most effective methods of identifying and implementing programs that are more comprehensive and inclusive in scope..." Comprehensive program implementation takes time. If technical assistance is involved, continuity is essential, especially at the early political stages of the process and for on-going problem solving. Lippitt (1969) contends that most significant adoption of new educational practices requires major changes in values, beliefs, and patterns of behavior--all of which require more personal involvement, more careful adaptation, and more feedback. The complexity inherent in this effort would also require greater continuity if technical assistance was involved.

Despite the likelihood that more continuity might be required of technical

assisters under different circumstances, many factors loom as potential barriers. From our discussions, they tend to fall into two categories: credibility and cutbacks.

The credibility issue emerges despite the fact that school improvement conditions are excellent for technical assistance. Brickell (1980) has identified the classic one-two punch of a champion disseminator as a stinging mandate followed up by a powerful technical assist. Many potential barriers have been identified:

a. The tendency to be overly ambitious and promise more than can be delivered (Gross, 1977).

b. The underestimation of the time and energy needed to make a project or a collaboration work (Parrucci, 1977).

c. The absence of effective and thorough planning (Gross, 1977).

d. The role limitations of technical assisters and the unclear agent-of-State vs. agent-of-district status.

e. The varying abilities of technical assisters to help.

Since credibility is based on trust and experience, both must have time to be developed. If the conditions of developing it are fragile, quality control of service delivery becomes an important issue.

Cutbacks are affecting all technical assisters. Districts are losing instructional and supervisory leadership; service personnel are the first to go in higher education; and Intermediate Units have seen numerous programs and key staff disappear. The first year linkages to current Wave school districts, while manageable, become less so as concern for and involvement in implementation becomes a reality. Will our own internal organizational demands for downsizing and upgrading (as we manage under conditions of decline) present great conflicts in the future? Will commitments and partnerships entered into for the planning year become more complex and demanding during implementation? How will we meet service requests which may come from several Waves of school

districts undergoing implementation simultaneously? Continuity may be less possible under such complex circumstances.

Implications

Technical assisters face a complex set of conditions which tend to tug and pull at our natural inclination to want to do more in School Improvement. While there is need to strengthen technical assistance services and to engage in partnerships with broader scope and greater impact, cutbacks constrain the realization of full potential and may increase our credibility problems over time. The ethics of any service relationship requires that commitments made be fulfilled. While it becomes increasingly more difficult and costly to make long term commitments, even shorter term relationships require effective planning may be overly ambitious for the institutional support provided. Continuity may jeopardize the very credibility that technical assisters are seeking to improve. This is certainly an area which will require greater intra- and inter-organizational attention in the years ahead. Creative and lasting relationships between technical assisters themselves may help in building collective capacity--both in service delivery and in more efficient and effective divisions of labor.

Conclusion

> A man's learning usually passes through three stages. In the beginning he learns the right answers. In the second stage he learns the right questions. In the third and final stage, he learns which questions are worth asking.
>
> Unknown Author

In conclusion, we realize that our discussions of the major issues probably have raised many more questions than they have provided answers. Our intent in looking at the long range planning in general and specifically at Section I of LRPSI was to help frame curriculum and instruction issues that have implications for technical assisters in Pennsylvania. As we consider those discussions, we

do find that there are some specific suggestions that emerge for the technical assister. In summary, we would advise the technical assister to:

1. Be prepared to make a commitment to the process, realizing that reciprocal commitments by school districts to involve technical assisters do not always occur.

2. Plan to spend considerable time "up front" in helping school districts to see the whole of the planning process.

3. Foster a deliberate and participative process which involves key staff and groups and recognizes the interdependence among the parts of the long range plan.

4. Develop a high quality administrative plan.

5. Realize that the LRPSI needs assessment process tends to focus on the assessment and development of written curricula and to address important instructional areas, one will be required to go beyond standard LRPSI guidelines.

6. Consider planning simultaneously for curriculum and planned course development and instructional management.

7. Anticipate implementation and evaluation issues and address them in action planning.

8. Recognize the conflicts inherent in your technical assistance role and:

   a. Don't promise more than you can deliver.

   b. Fulfill all commitments made.

   c. Realize the real (overt and hidden) cost to you and your organization.

   d. Build capacity and develop divisions of labor through partnerships with other technical assistants.

   e. Protect your credibility and strive for continuity of specified services to school districts despite cutbacks.

While the knowledge base helpful to technical assisters has increased, so also have the complex set of problems which we face. We strongly support the continuation of dialogues between technical assisters such as those which occurred in these seminars. Further, we believe that more collaborative problem solving in the future may build our collective capacity to provide the most effective technical assistance and contribute as important partners in the process of School Improvement.

BIBLIOGRAPHY

Banathy, Bela H. Instructional Systems, Belmont, CA: Fearon Publishers/Lear Siegler, Inc., 1968.

Berman, P. and McLaughlin, M. Federal Programs Supporting Educational Change, Vol. IV: The Findings in Review, U.S. Office of Education, Department of Health, Education and Welfare, 1975.

Berman, Paul and McLaughlin, Milbrey. Federal Programs Supporting Educational Change, Vol. VIII: Implementing and Sustaining Innovations, Santa Monica, CA: The Rand Corporation, 1978.

Berman, Paul; McLaughlin, Milbrey, Wallen and William. "Implementation of Educational Innovation," Educational Forum, Vol. 4, No. 3, March, 1976.

Brickell, Henry M. "Back to Basics in Educational Dissemination" in Interorganizational Arrangements for Collaboration Efforts: Commissioned Papers, Portland, Oregon: Northwest Regional Educational Laboratory for the National Institute of Education, 1980.

Coffing, Richard T. and Huchison, Thomas E. Needs Analysis Methodology: A Prescriptive Set of Rules and Procedures for Identifying, Defining, and Measuring Needs, Chicago: American Educational Research Associates Annual Meeting, 1974.

Crandall, David P. "An Executive Director's Struggle to Actualize his Commitment to Collaboration," Applied Behavioral Science, Vol. 13, November 3, 1977.

Fullan and Pomfret, Alan. "Research on Curriculum and Instruction Implementation," Review of Educational Research, Vol. 47, No. 1, 1977, pp.335-397.

Goldsberry, Lee F. "School Improvement Leadership Collaborative," A Continuing Education Brochure #2-400. University Park, PA: The Pennsylvania State University, 1982.

Goodlad, John I. The Dynamics of Educational Change. New York: McGraw-Hill Book Company, 1975.

Gross, Neal and Mojkowski, Charles, "Interorganizational Relations Problems in the Design and Implementation of the Research and Development Exchange," Information Dissemination and Exchanges for Educational Innovation: Conceptual and Implementation Issues of a Regionally Based Nationwide System, December, 1977.

Hall, Gene E, and Loucks, Susan F. "Innovation Configurations: Analyzing the Adaptations of Innovation," Paper presented at the annual meeting of the American Educational Research Association, Toronto, 1978.

Havelock, R.G. et al. Planning for Innovation Through the Dissemination and Utilization of Knowledge, Ann Arbor, MI: Institute for Social Research, Center for Research on Utilization of Scientific Knowledge, 1969.

Harriott, R. and Gross, N. The Dynamics of Planned Educational Change: Case Studies and Analyses, Berkeley, CA: McCutchan Publishing Co., 1979.

Holmquist, A.M. A Definitional Field Study of Decision Making in IGE/MUS-E Schools, Technical Report No. 377, Madison: Wisconsin Research and Development Center for Cognitive Learning, 1976.

Kaufman, Roger A. Educational System Planning, Englewood Cliffs, NJ: Prentice-Hall, Inc., 1972.

Kemp, Jerrold E. Instructional Design, Belmont, CA: Fearon Publishers/ Lear Siegler, Inc., 1971.

Lipham, James. Change Agentry and School Improvement: The Principal's Role, Paper for Northwest Regional Educational Laboratory, November, 1979.

Lippitt, Ronald. "The Use of Social Research to Improve Social Practice," Concepts for Social Change, Washington, D.C.: National Training Laboratories, 1969.

Loucks, Susan F. And Crandall, David P. "Influences on School Improvement: Findings From Research," Presentation at the Pennsylvania Educational Research Association Conference, Philadelphia, PA, 1982.

Loucks, Susan F. and Hall, Gene E. "Implementing Innovations in Schools: A Concerns-Based Approach," Paper presented at annual meeting of American Educational Research Association, San Francisco, CA, 1979.

Louis, Karen Seashore. "Implementing Research and Development in Schools: State-of-the-Art" in Improving School Practice: Summary and Proceedings of the 1981 AEL Regional Forum, Charleston, WV: Appalachia Educational Laboratory, 1981.

Neale, Daniel C., Bailey, William J. and Ross, Billy E. Strategies for School Improvement: Cooperative Planning and Organization Development, Boston: Allyn and Bacon, Inc., 1981.

Nicely, Robert F. Jr. "Organizing Goal-Referenced Instructional Units" in Organizing for Mathematics Instruction, Yearbook of the National Council of Teachers of Mathematics, 1977.

Northwest Regional Educational Laboratory (Dissemination Program) for the National Institute of Education (Program for Dissemination and Improvement of Practice). Interorganizational Arrangements for Collaborative Efforts: Literature Review, Portland, OR, 1980.

Parrucci, Dennis J. "Planned Change in the Mon Valley: Implementing Services Integration at the Programmatic Level," Evaluation and Change, Vol. 4, 1977.

Pennsylvania Department of Education. LRPSI Resource Guide 3: Programs and Services Needs Assessment, Compiled and Edited by James W. Blair and Ethelyn O. Brewster, Harrisburg, PA: Bureau of School Improvement, 1981.

Pennsylvania Department of Education. The Planned Course: Guidelines, Prepared by Kennard Bowman and Frederica Haas, Harrisburg, PA: Bureau of Curriculum Services, 1981.

Shepardson, M. and Wilkin, R.P. A Needs Assessment Guidebook and Product Locator, OR: University of Oregon Center for Educational Policy and Management, March, 1978.

Zaltmann, Gerald and Duncan, Robert. Strategies for Planned Change, New York: John Wiley and Sons, 1977.

TECHNICAL ASSISTANCE

Long Range Plan for School Improvement

Therese T. Walter
Allegheny Intermediate Unit #3

I. Statement of Issue

The 1980 version of Pennsylvania's Long Range Plan for School Improvement contains five sections. This paper deals with Section 2, Management Planning. The major characteristics which must be underscored at the outset are:

1. Relatively little experience presently exists on the relationship of the Technical Assistart to Section 2; and

2. School districts seem to be comfortable with completing Section 2 since it very closely resembles earlier formats for Long Range Planning.

Earlier versions of the Long Range Planning document contained 13 separate sections. In an effort to consolidate the data submitted by school districts, the Pennsylvania Department of Education revised Long Range Plan format in 1980. A number of sections (i.e., budget enrollment and population trends, staffing, etc.) which were historically separate have veen placed in Section 2.

Section 2, as it is presently constituted, presents a challenge for the Technical Assistant. Since the section might be characterized as a "catch-all," the Technical Assistant is faced with assisting the district in making connections both within and beyond the section.

The Process Guides (published by the Pennsylvania Department of Education) stress a strong relationship between Section 2 and items like the following:

1. Organizing and managing curriculum and instruction;

2. Administering and supervising pupils, staff and budget;

3. Fostering positive staff-community, staff-staff, staff-pupil and staff-board relations;

4. Managing and coordinating state and federal programs; and,

5. Anticipating and responding to changes in the school district environment.

The task of the Technical Assistant is to help a school district make connections between Section 2 and all the other sections of the LRPSI document. The connections, while discussed in the PDE Process Guides, are not obvious in the LRPSI reporting requirements. If a district chooses, Section 2 could be an isolated reporting section rather than a section which is connected to all of the variables in the school district program. The Technical Assistant is sometimes faced with the classic struggle between quality and reporting requirements.

II. Discussion

Discussions of LRPSI Section 2 with representatives from Higher Ed, Basic Ed and PDE underscored a number of themes. The major currents or themes from this work will provide the framework for discussion.

1. Section 2 of LRPSI, as presently constituted, seems to preserve the traditional separation of administration and curriculum.

   Although links between Section 2 and the other Sections of LRPSI are described in PDE's process manuals, the links are not apparent in the guidelines and instructions (which form the basis for reporting requirements). Unless the school district itself or the Technical Assistant helps relate management goals to program goals, the reporting requirements could sidestep any connections.

   Some people feel that districts should automatically make connections between program and items such as budget, personnel, enrollment, and allocation of resources. A review, however, of LRPSI Wave I Plans submitted to PDE indicates that a high number of districts did not have a close relationship between program (Section I) and the management resources to provide that program (Section II). It is, therefore, incumbent on the Technical Assistant to encourage district personnel to view the management section as the support for the driving force of districts--instructional program. The Technical Assistant must also remember that curriculum management is a relatively new term and most districts are only beginning to view program as an element of management.

2. Identified Skills Needed for a Quality LRPSI Process

   A number of discussions pointed to the fact that the LRPSI Process assumes certain levels of skills. Planning and management skills, as well as fairly high-level analysis skills, are assumed to be present in both district personnel as well as in the Technical Assistant. The facts, however, underscore the possibility that

2. Identified Skills Needed for a Quality LRPSI Process (cont'd)

the skills assumed in the LRPSI process do not exist at the same levels across the Commonwealth.

This skill issue is further exacerbated by various levels of expertise on local school boards. The plan must be approved by each district Board of Education and monitored by that Board. The level of understanding and insight into PDE's goals for LRPSI are not shared equally by boards across the state.

In a number of cases, the traditional division between administration and curriculum is perpetuated by the professional training of the people involved. Many administrators have not been trained to make connections between program and other purely "administrative" concerns. Another contributing factor to the division is the fact that many districts assign completion of different sections of LRPSI to different people. Experience indicates that building principals and building staff are most often involved in Section I while Section II is most often completed at the central administrative level. Unless planned interface occurs, the Sections could well be written in isolation, especially if the people completing the sections have not had professional training in both areas.

It is, therefore, incumbent on the Technical Assistant to first remember that LRPSI assumes a certain level of skill sophistication that may not exist in particular school districts. The Technical Assistant must, therefore, be sensitive to the level of expertise in the district and act simultaneously as a consultant, resource person, questioner and trainer. The Technical Assistant must also bear a strong sense of the total process and product even though the connections are not always apparent during the writing of the plan.

3. Quality and Credibility Cannot be Mandated

The Technical Assistant seems to be ever faced with the classic struggle between quality and compliance. In addition, the Technical Assistant is often hampered by credibility issues that exist among the parties involved in LRPSI. For example, some districts have a historical view of PDE that might be characterized as authoritarian and bureaucratic. Districts have submitted Long Range Plans in the past and have been faced with an interminable struggle to have the plan "approved." The current version of Long Range Plan for School Improvement does, in fact, eliminate the "approval" process for content. "Approval" presently exists for technical compliance and format only.

The vestiges of content approval, however, will die slowly. The credibility issue is one which really escapes oral and written discussion. The shift of the PDE to a technical assistance, supportive mode is one which only experience in practice will

support. Only experience with PDE's new stance will help change the attitudes that prevail in some places.

The issue of quality is one which squarely faces the Technical Assistant in each contact with a local district. This issue also surfaces at the PDE level. It must be remembered that the Long Range Plan for School Improvement is a process. Each district in the Commonwealth is free to implement the process to the degree and quality it chooses. The range of "quality" is diverse. The guideline for the Technical Assistant should probably be criterion-referenced. An important service is to assess where the district is now in order to judge how the plan is completed and what the plan hopes to accomplish.

As all Technical Assistants know, the range of skill and state of the art in Pennsylvania districts is broad. A planning process, such as LRPSI, can only hope to encourage a good-faith effort on the part of each district to come to grips with needs and consequent planning for action.

4. Good-Faith Planning Leads to Resource Questions

The entire process of specifying educational goals and programs, adopted by each district board of education, sometimes exacerbates the frustration level of managers. In a time of dwindling resources, the LRPSI process often emphasizes the shortfall and creates a management stance which finds itself cutting, rather than supporting and enhancing instructional programs.

In the process of the development of this paper, a number of pointed questions were raised in regard to resources. For example, if a need is identified in Section 1, such as Computer Literacy, will funds be made available to assist local districts to install and implement same? If the management section underscores the financial distress of a district, does planning help the district alleviate that condition?

Some say that the financial trends, accompanied in many districts by downward enrollment trends, are precisely the reason for the need for Long Range Planning. The Planning Process, in and of itself, is intended to facilitate the business of assessing realities and planning for the future. The Planning Process can, however, contribute to administrative schizophrenia. On the one hand, instructional programs for children are documented and enhanced; on the other hand, financial constraints deter accomplishment of some of the programs identified as educational needs.

It is important that the Technical Assistant be aware of the struggle created by a good-faith planning process. Technical Assistants also need to develop skills in managing declining resources.

5. Five Years is Not Forever

Some resentment has been expressed on the part of local district personnel in regard to the fanfare attached by PDE to the LRPSI process. Many local districts feel that planning is part-and-parcel of everyday living in every school district. They feel that the "press" given to the LRPSI process sometimes sounds like no one in Pennsylvania has ever planned for education.

Other expressions have been voiced in regard to the five-year nature of the plan. The five years has been characterized as both too short a time and too long a time for planning. Some have expressed the feeling that the LRPSI cycle does not coincide with plans and activities already occurring in local districts. The observation that many districts' goals coincide with the beginning of the superintendent's term has also been made.

It is, therefore, important for the Technical Assistant to help the school district make the LRPSI plan fit as closely as possible the present state of affairs in the district. The LRPSI plan should, as far as possible, be consistent with the general goals and directions of the district. New and foreign goals and directions should not be the substance of LRPSI. The substance of LRPSI should rather be the goals and directions that the district had identified prior to PDE's new format and the district's wave for submitting the plan. Technical Assistance, and LRPSI, should allow the district to do what it was doing and go where it has determined to go before change in format.

Because of the questions regarding resource allocations for action plans a need for flexibility and adjustment was underscored. Modifications to action planning are acceptable at PDE and it is expected that plans will be modified to adjust for year-to-year changes. Since the current version of LRPSI assumes that the plan will be a working document which affects day-to-day activities in local school districts, the need for modification and flexibility is highlighted. The registration process, and the whole LRPSI process in general, is designed to create use of and commitment to a district plan. Since the reporting process calls for a midpoint process report and a final evaluation report, it is more important that the plan be a good working one rather than a good paper one.

6. Technical Assistants are Not Equal

A good deal of discussion, probably because of the composition of this working group, centered on the non-equality of persons assigned or invited to do technical assistance. According to PDE literature, technical assistance is intended to come from 3 sources: PDE, Higher Ed and Intermediate Units. Discussion recognized that all of these institutions and, in turn, all of the people employed by the institutions were at different levels of expertise and different levels of commitment in regard to LRPSI technical assistance.

Varying funding sources and reward systems also impinge on the role of technical assistance from different agencies. While theoretically sound, the variance of skill on the part of individuals and varying commitments on the part of institutions are realities that must be studied in this current LRPSI experience.

A companion issue in regard to institutions and individuals is the one related to long-vs. short-term partnerships or relationships. Some have said that the partnership concept implies variables such as mutual concern, responsibility and authority. Research underscores the fact that change generally does not come about because of an individual or individuals. Institutional commitment is necessary to bring about institutional change.

Another item in this discussion is that of role-overload. Most of the people identified as Technical Assistants already carry full-time responsibilities in their respective organizations. The role of Technical Assistant for LRPSI is, in many cases, an added burden which is admittedly worthwhile but also contributes to role overload. The role overload situation is also present in local districts. In all cases, individuals charged with completion of LRPSI are also charged with full-time responsibilities in the local district.

The only recommendation for the Technical Assistant is that of communication. Each individual involved in technical assistance must be committed to honest assessment of his/her own skills and honest commitment to sharing of information with all of the involved partners. For example, technical assistance from the Intermediate Unit can and does deliver certain expertise. The expertise from the Higher Ed communities can and should complement the IU services as well as help the district stretch into areas not provided by the Intermediate Unit or PDE.

The major point to be made in this area is that of cooperation, not only with the district receiving technical assistance but cooperation across the ranks of technical assistance people and institutions. All technical assistance personnel must remember that education in the Commonwealth of Pennsylvania needs all of the expertise that exists. No single organization has a pronounced corner on the expertise market. It is imperative that the Technical Assistant helps the school district to assess any and all of the expertise existing in the technical assistance system. The technical assistance family must be willing and knowledgeable enough to make expertise connections for the local district.

III. Recommendations

Suggestions for Technical Assistance Agencies:

1. Examine your commitment to Long Range Plan for School Improvement. Decide if your level of commitment has provided your assigned personnel both the time and the commensurate rewards for assisting local districts in the process.

2. Commit yourself to cross-institutional communication. Initiate action to create both formal and informal arenas for communication across the technical assistance network.

Recommendations for LRPSI School Districts:

1. Familiarize yourself with the LRPSI guidelines and instructions before requesting technical assistance.

2. Examine the available resources for technical assistance and make requests in a way that is non-duplicating. For example, if your IU offers planned course assistance, use it and seek Higher Ed assistance in an area of expertise that the IU does not offer.

3. Involve the technical assistance person on a long-term basis. One-shot assistance is likely to produce little or no result.

Recommendations for PDE Planners:

1. Consider ways in which the Guidelines and Instructions for LRPSI can help districts make closer connections across the sections.

2. Continue to deliver service in a technical assistance mode. Accomplishing this will shift the image of PDE.

3. Consider the action plans and directions of local districts when resources are allocated on a state-wide basis. This will help local districts see LRPSI as action assistance rather than paper planning.

IV. Summary

Section 2 is the "bottom line" of every long range plan. It is a challenge of the highest order to assist a district plan today for tomorrow. Some have said, however, that unless we do plan today, there will be no tomorrow.

THE ROLE OF STAFF DEVELOPMENT IN LONG RANGE PLANNING FOR SCHOOL IMPROVEMENT

Richard C. Wallace, Jr.
Pittsburgh Public Schools

School Improvement in General

In the early 1980's school improvement efforts generally refer to a multitude of initiatives designed to make the public schools more effective and more cost conscious than they have been in the past. In the decade of the 80's, public educational administrators must face an entirely new set of issues. When compared with the expanding decade of the 60's and the 70's, the 80's will be very different. Instead of managing growth, as in the 60's administrators find themselves managing decline. Instead of having access to expanding funding sources for new program development, they will find diminishing financial resources. Instead of enjoying a buoyant public opinion toward education, they find a lack of confidence in the public schools. If school administrators are to lead school improvement efforts effectively a change will be required in the administrator's perceptions of his/her role. Administrators must provide strong instructional leadership to meet the challenges of the 80's. The profession itself must engage in a series of activities that will increase the educational leadership capabilities. Effective instructional leadership will lead to more learning for students. Improved student achievement will begin to restore the public's confidence in education.

School Improvement--A Process

Generally speaking, school improvement is a:

1. people process;
2. change process; and,
3. developmental process.

Change and improvement in the schools, will not be achieved by stating goals on paper. Improvement will occur when behavioral change activities are

provided to teachers, administrators and others who are directly engaged in the instructional process. School improvement will require changes in attitudes, perceptions and behaviors of professionals and paraprofessionals if it is to be successful.

School improvement is fundamentally a change process; any effort to improve the quality of schooling must engage all parties in a planned change activity. In that regard, it is important to note among other things, that the persons involved directly in a "change experience" must experience a developmental process of concerns resolution; the use of new behaviors, instructional techniques also go through a developmental process.

One view of the change process (CBAM--Concerns Based Adoption Model)[1] posits that the person using or adopting a new instructional technique or program must progress through several stages of self-concerns dealing with self, task and impact. First, each person must resolve his/her concerns regarding the improvement strategy and the personal demands that the improvement program will make upon him or her. At this stage, the person may be anxious about the demands, the new skills to be learned, the new knowledge that may be required. A considerable amount of anxiety and/or hostility may arise as the individual faces the inevitability of changing his/her behavior. Unless and until these concerns are resolved, the person will not become fully engaged in the process of adopting the new improvement effort. Usually, some type of personal consultation or group discussion will help persons to realize that they are not alone in regard to their feelings about what needs to be done for them or with them.

Once a person's self-concerns are resolved, then the person may begin to attend to the task of the school improvement effort. At that time, the concerns generally develop related to the person's direct role in using the improvement

[1] Hall, G.E., Wallace, R.C., Dossett, W.F., The Concerns Based Adoption Model: A Developmental Conceptualization of the Educational Change Process. Austin, Texas, The Research and Development Center for Teacher Education, The University of Texas at Austin, 1972.

strategy. Through a series of workshops or other planned experiences, the person can generally acquire the skills, understandings, and the attitudes that are necessary to fully implement the improvement strategy.

When the concerns about the task of using the improvement strategy have been resolved, then, and only then, will the person be able to look at the impact of the use of the improvement strategy on pupils. It seems strange that the concerns about the learners are the last to develop. However, unless and until the concerns about the self and the concerns about the self in relation to the task have been resolved, the person can not see beyond those stages to begin to gauge the impact that is intended for pupils in terms of more efficient and effective learning.

While this developmental process of self to task to impact concerns resolution unfolds, the strategy or activity designed to improve schooling is undergoing a developmental sequence with respect to its use. That is, a new instructional skill or instructional material will be used imperfectly at first before becoming routinized and ultimately accommodated into the behavioral repetoire of the professional or paraprofessional. As this process evolves from ineffective use to routine use over a period of time, it corresponds to a reduction of self and task stages of concern. In the final analysis, it is important to understand that any school improvement process is a developmental process in which the individuals themselves will go through a sequence of concerns reduction while using an instructional technique or a product with more effectiveness over a period of time. The length of time required to achieve effective implementation will vary according to the stages of concerns and the levels of use of the innovation.

In summary, it has been asserted that the school improvement process is both a people oriented process and a change process that is developmental in

nature. It may be wise to point out at this time what school improvement is not. School improvement is not a paper process or product. School improvement will not result from a compilation of planned courses of study or other materials, per se. School improvement will not happen because of a statement of goal is announced by an administrator or by a Board of Education. School Improvement can not and will not take place unless there are specific behavioral changes in people; and it will not be achieved unless it is a thoroughly planned program with very careful attention to the developmental characteristics of the change processes involved.

Planning for School Improvement

The planning process must start with a very specific identification of the problem to be addressed. The problem identification can result from a needs assessment in which various parties rank order the district's needs as they perceive them. This assessment process should involve general public, parents, and a sample of educational professional and support personnel. Whatever methods are used to identify and specify the problem, this must be the starting point. Technical assistance will probably be required to develop the information gathering data reduction activities.

Once the general problem has been identified, then a number of groups need to be involved in initial planning to analyze and define the problem carefully. Teachers, administrators, board, and general public should be engaged in this activity.

Following a delineation of goals and objectives, the planning group should then begin to generate alternative solutions to the problem as it relates to the goals and objectives that have been identified. The alternatives should then be tested in terms of their feasibility and cost benefit analysis; the parties must finally agree upon a specific set of activities to be implemented in order to

achieve the school improvement desired. Persons must then be assigned the responsibility to develop specific time related plans that will result in the implementation of activities and events designed to bring about the school improvement. Finally, staff must be designated to carry out the improvement program.

It is important at the outset, to develop plans to evaluate the effectiveness of the school improvement program. They should be formulated after the goals, objectives and the strategies have been clearly delineated. Part of the evaluation program must involve monitoring of the implementation process in order to take corrective action, as required to facilitate the effective achievement of program goals. Obviously, an important part of the evaluation is to make final judgments about the effectiveness of the total school improvement program.

The preceding has attempted to identify school improvement as a people oriented change process that requires careful delineation of the problem, generation and implementation of plans that are internally consistent with the goals and objectives; the monitoring evaluation of the program's implementation must receive top priority in order to assess the quality of the overall school improvement effort.

Staff Development--General

Public opinion polls and issues such as tuition tax credits clearly communicate a crisis of confidence in public education. Parents and the general public are demanding that the public schools produce more results in terms of student learning and school discipline. Additionally, public unrest also takes the form of taxpayer revolts such as Proposition 13 in California and Proposition 2½ in Massachusetts, Taxpayers are clearly in a mood to reduce the cost of education. This comes at a time when enrollment in public schools is declining

significantly due to a significant drop in the birth rate. Because of school closings and the accompanying reduction of force of personnel, a "graying of the educator profession" is occurring. Many young teacher aspirants have been counseled out of teacher training because of the decline in job prospects. Additionally, many young professionals with ten to fifteen years of experience are being furloughed because of school closings. The net effect of these factors is that our school improvement efforts will focus on staff development activities with an "older teaching staff" that may not include the most effective professionals.

Staff Development--Specific

For the immediate future, school improvement efforts are likely to center on staff development activities including the following targets:

1. Effective Schooling;
2. Increased Student Achievement;
3. More Effective Discipline; and,
4. More Stringent Demands on Pupils to Learn.

The schools, like many other institutions in our society, have tended to become lax regarding demands for student achievement. The decade of the 60's and the 70's that witnessed a broad expansion of programs in the schools also witnessed a decline in the standards expected of students. Additionally, schools also reflected the general disruption and lack of respect for authority that permeated our society. Thus, the most simple and direct challenge facing public schools is to exert stronger student control and tighten up the academic standards for students.

How do we bring about school improvement? School improvement must focus on instructional improvement. Therefore, superintendents and principals must become instructional leaders as well as managers. Most superintendents and principals were prepared at a time when instructional leadership was not central to their studies; therefore, training opprotunities need to be provided to assist them

to acquire the orientation and the skills to function as instructional leaders. Similarly, if teachers are to become more effective they will have to be trained to become more diagnostic, prescriptive, and reflective in planning for instruction than has been expected, this is particularly true at the secondary level. Teachers at all levels however should acquire a higher degree of sophistication in these matters. To bring about the changes that are necessary in school improvement, school districts and state departments of education must provide the time and the personnel to do the job.

Characteristics of Staff Development Training

Staff development training for school improvement should be research and/or theory based. Significant research findings emerged in recent years regarding effective staff development. For example, one of the chief findings regarding improved professional performance is the requirement to provide demonstration and modeling techniques for the adult learner. Adult learners must be provided with opportunity for appropriate practice under simulated conditions. Following the modeling and opportunity to practice, explicit feedback must be provided to the learners in order that they may modify or expand the behavior that they have observed and practiced. In the final analysis, staff development training based on demonstration, modeling, practice and feedback must take the most important step--coaching for application. Appropriate coaching and monitoring to insure that the learners have fully understood and are applying what they have learned in the classroom is necessary for effective school improvement.

One thing we have learned about staff development is that information alone will not change behavior. To bring about behavior change requires formal instruction, attention to the resolution of personal concerns and recognition of the developmental nature of the school improvement process.

School Districts must find ways to finance school improvement at the lowest

possible cost. One research finding indicates that local professionals often are the best providers of training for school improvement. Boards of Education must accept the responsibility to financially support the improvement process. The technical support can be provided through colleges, universities and the Department of Education. These institutions can provide assistance in the planning process and in the implementation of the improvement strategy. In all probability evaluation must be solely the responsibility of the state education agency or higher education. Most school district personnel simply do not have the expertise in evaluation required to achieve effective monitoring and assessment of the results of school improvement.

PRISM--PITTSBURGH'S RESEARCH BASED INSTRUCTIONAL SUPERVISORY MODEL FOR STAFF DEVELOPMENT[2]

The research describing effective staff development programs suggests a series of essential factors necessary for success. This section lists those factors as subheadings and describes how PRISM, The Pittsburgh Research-based Instructional Supervisory Model, reflected them in its planning and implementation phases.

Have Active Administrative Support and Appropriate Organizational Changes. The superintendent convened an Instructional Leadership Committee to develop a plan for more effective instruction and to improve instructional leadership for the district. Both the superintendent and other central staff administrators were part of the committee. In addition the committee members included a cross-section of principals, supervisors, program specialists and teachers. The Instructional Leadership Committee's task was viewed as a high priority for Pittsburgh with meetings occurring regularly and during work hours.

Come From an Objective Assessment of Staff Needs and Organizational Goals. The Learning Research and Development Center and the Pittsburgh Public Schools

[2]This section was written by Dr. Ann Marshall, Assistant Director of Staff Development.

conducted a district-wide needs assessment; the general objective of the assessment was to identify conditions in the District that could and should be improved. Personnel Evaluation emerged from the survey as one of the most consistently mentioned problem areas in the District; the Board of Education specified it as one of its top priorities. A large number of comments about evaluation suggested that mutually agreed upon goals that reflect both system and job objectives must be developed. This recommendation was the basis of the charge given to the Instructional Committee.

Be Planned and Systematic and Have a Central District Coordinating Group. The Instructional Leadership Committee recommended an overall plan for the proposed program, the focus of which was a model for improved instruction and supervision. The program was to be further defined and adapted for implementation by a core group of four full-time staff developers who would have direct responsibility for phasing the program into the district over a three to five year period.

Using the committee's report as their base, the four Assistant Directors for Staff Development, who came from the ranks of school and central staff administrators, wrote a specific plan of action which they reviewed with their part-time director, the superintendent, and the Instructional Leadership Committee before putting the plan into action.

Be Practical, Flexible, Accepted by the Intended Group, and Provide Choice Where Possible. The Instructional Leadership Committee developed several categories of skills, knowledge and attitudes that any effective leader should possess. It was from those categories that their search for appropriate instructional and supervisory models emerged. The program selected and developed was applicable to all Pittsburgh Public schools and at all grade levels. Thus the committee selected and developed a program which would enhance the skills and knowledge of its intended participants. In the development and implementation of

their action plan the Staff Development Team provided the participants with choice of training dates--all of which took place within the workday, allowed administrators to select their own cadre of teachers in the initial phases of training, made changes in the training in response to written evaluations and comments, and invited a consulting group of administrators to help design further plans.

Support Individual or Small Group Learning with Peers. As an introduction to the program, there were several one day in-service meetings which served as an overview of PRISM for different administrative groups. Administrators with similar assignments were selected to each meeting so that both the explanation and questions would be applicable to their specific responsibilities.

For the five day PRISM in-service which followed there was a concerted effort to train principals with the supervisors with whom they most often worked, or to identify teams of administrators who would implement the model together at the school site. The size of each training group was no more than forty, and there were occasions in the training when that size group was further subdivided. Further the central staff administrators, e.g., superintendent, and assistant superintendents, received their training as a separate group. A total of 200 administrators were trained in this manner. While all personnel received the same content in their training, the examples and activities were tailored to their particular roles and expected involvement in implementation of the program. The Staff Development Team conducted the five day training sessions for each group.

Have an Evaluation of the Program. As part of its responsibility to the Needs Assessment process, the Learning Research and Evaluation Center monitored the meetings of the Instructional Leadership Committee. Thereafter the Staff Development Team developed its own set of evaluations which were completed by

each trained group of administrators.

Also, the set of recommendations from the Instructional Leadership Committee included a charge to develop a set of criteria for certifying other personnel to assist with the training. The Staff Development Team produced a document which describes the type of teacher who should serve as part of the initial training practice for administrators. According to other sources and recommendations, including the factors being discussed herein, it was determined that administrators within the system should train teachers as the model expanded. With a commitment to a formative evaluative approach PRISM attempts to use these various research and data sources as a sound basis for verifying or modifying program components.

The district-wide Needs Assessment identified a need to set educational goals for the district. PRISM is Pittsburgh's response to the goal of improving Personnel Evaluation. Therefore, there is a multi-faceted effect to the whole evaluation factor. Each evaluative decision has been or will be based on appropriate data and/or research.

In addition there are plans for the District and the University of Pittsburgh to co-develop an evaluation plan as the program moves into wider school-based implementation.

Provide Follow-up. PRISM has been defined as an evolving process with various stages occurring over a three to five year period. Each stage of training has its own follow-up components with written instructions of phases for the participants to engage in after each stage of training. In addition, the Staff Development Team members spend a considerable portion of their time in the schools working with the administrators as they practice refining their skills according to the model.

Include Five Essential Components in Any Staff Program.

1. Presentation of theory
2. Modeling or demonstration
3. Practice under simulated conditions
4. Structured feedback
5. Coaching for application.

The PRISM training process used each of these factors in the order presented. The initial five days of training program and the follow-up were built in that sequence, but also each individual segment followed that five step process where appropriate.

On the fourth day of training participants had the opportunity to apply their learning under simulated conditions and receive structured feedback from their peers by teaching in small groups.

The essential component which is frequently omitted from staff development program is coaching for application. The Staff Development Team spends a considerable portion of their time in the schools working again through the whole process on site with the trained administrator(s).

In conclusion it should be noted that PRISM is comprised of three stages:

> PRISM I is the effort described above designed to improve the quality of supervision of instruction resulting in instructional improvement.
>
> PRISM II is a long range plan, yet to be developed that will formally address the need to improve instructional leadership skills of principals.
>
> PRISM III is a program planned to increase teaching effectiveness at the secondary school level. The Schenley High School Teacher Center is planned to open in September, 1983. The following is a description of that proposed program.

PROPOSED SCHENLEY HIGH SCHOOL TEACHER CENTER[3]

I. Teacher Center Goal

The primary purpose of the Schenley High School Teacher Center is to provide a clinical experience for each secondary teacher in the Pittsburgh Public Schools. The purpose of the clinical setting is to provide an opportunity for each teacher: (1) to observe exemplary instructional activities in a real setting; (2) to sharpen existing instructional skills; (3) to practice new skills and techniques; (4) to receive feedback on that practice: (5) to translate theory into practice; (6) to receive an update in their specific subject matter areas and the latest research findings in effective teaching technology; and, (7) to obtain a broad perspective of modern youth culture and its implication for effective teaching.

II. Planning and Development Background

Initial planning activities for the Schenley High School Teacher Center began in the Fall of 1981 with the work of a twenty-two (22) member steering committee. In January of 1982, the development process was expanded to include the creation of fifteen (15) satellite committees whose membership included in excess of 160 individuals representing teachers, administrators, university staff and community representatives.

Each of the satellite committees was charged with the responsibility of reviewing and making recommendations relative to key components of the Schenley High School Teacher Center. The satellite committees met individually from January through May of 1982 and made presentations of final recommendations in May of 1982. The recommendations made by the various satellite committees were reviewed by the steering committee and have resulted in this overview document. These recommendations will be used as one resource in the detailed planning

[3]This section was prepared by James Angevine, Director of Planning and Management Information.

to be done prior to the implementation of the Schenley High School Teacher Center.

III. Schenley High School Teacher Center Student Program Characteristics

The Schenley High School Teacher Center will be characterized by programs for students, both curricular and extra-curricular, which may be replicated at any other high school in the Pittsburgh Public Schools. The current program offerings, both regular and magnet, at the Schenley High School Teacher Center will be maintained and expanded in terms of the quality and variety of instructional techniques. Additionally, the Schenley High School Teacher Center will provide for new magnet programs which will be specifically designed to provide exceptional opportunities to students throughout the City, and to enhance and expand the ethnic and racial composition of the school.

IV. The Schenley High School Teacher Center Experience for Teachers

The general structure of the Schenley High School Teacher Center experience will occur in three (3) phases: (1) orientation; (2) direct involvement; and, (3) reinforcement and support.

The first phase (orientation), will be conducted by members of the Schenley High School Teacher Center Staff in conjunction with individual teachers and building principals. Phase I (orientation), will include identification of individual teacher needs and the generation of an individualized study plan for each teacher entering the Schenley High School Teacher Center. It is intended that these plans will reflect both individual teacher and home school needs.

The second phase (direct involvement), will occur at the Schenley High School Teacher Center, and will include but not be limited to the following:

a. Participation in seminars with peers, center staff, and others.

b. Clinical experience including observation of effective teaching, planning, actual teaching, and pre and post conferences.

c. Fulfillment of individual study plan requirements which may include working with university, community and/or business resources.

d. Training in appropriate new technologies including use of media and computers.

This phase will occur over successive nine (9) week periods. Replacement teachers will be teaching the classes for the home school teacher while he or she is at the Schenley High School Teacher Center.

The third phase (reinforcement and support), will occur at the home school. The purpose of this phase is to ensure the retention of, and to support the teachers in the use of, the skills and knowledge acquired at the Schenley High School Teacher Center. This assistance will be the responsibility of the Schenley High School Teacher Center Staff, home school and other staff, who have been appropriately trained.

V. Major Considerations in the Development of the Schenley High School Teacher Center

1. Administration

The administration of the proposed Schenley High School Teacher Center would consist of a principal who would be responsible for all programs within the Schenley High School Teacher Center with special emphasis on the quality of curriculum and instruction. Two (2) Vice-Principals would report directly to the principal of the school. The director of the Schenley High School Teacher Center would report to and work cooperatively with the Schenley High School Teacher Center principal and be responsible for the management of the revitalizing experiences provided at the Schenley High School Teacher Center including the pre, on-site, and post components of the experience. Four (4) Schenley High School Teacher Center staff development assistants would report to the director of the Schenley High School Teacher Center, and would be responsible for planning and implementing the instructional program for visiting teachers.

2. Advisory Council

An advisory council shall be established to provide assistance to the principal. The council shall include representatives of existing parent groups, community and educational groups, and students.

3. Staffing

The staffing of the Schenley High School Teacher Center would require some teachers who will teach fewer than five (5) periods a day. The support staff, such as counselors and social workers, etc., would be similar to that currently existing in high schools throughout the District. In addition to the Schenley High School Teacher Center Staff, there will need to be a group of approximately 50 "replacement teachers" who will be responsible for teaching the classes at home school sites as teachers spend their nine (9) week periods at the Schenley High School Teacher Center.

4. Students

The student body at the Schenley High School Teacher Center will include those students currently attending Schenley High School and additional students who sign up for full and part-time magnet programs offered at the Schenley High School Teacher Center. It is anticipated that the student population at the Schenley High School Teacher Center will be between 1200 and 1400 students by 1987.

5. Curriculum

The general curriculum offered at the Schenley High School Teacher Center for the regular school program will be the same as that offered in other high schools throughout the District. The curriculum will be augmented by additional magnets, and enriched as a function of using available resources from university, community and business. However, curriculum changes that will be introduced at the Schenley High School Teacher Center will be those that will be replicable at other sites.

6. Instruction

The demonstration characteristics of the proposed Schenley High School Teacher Center will require that the quality of instruction be maintained at consistently high levels in order to fulfill the dual goal of providing high quality instruction to the students in the Schenley High School Teacher Center and providing a variety of exemplary models for teachers observing and practicing at the Schenley High School Teacher Center.

7. Facilities

The Schenley High School Teacher Center will require some space modifications as well as a general upgrading of the existing facility, as is currently being planned by the Board of Education.

8. Budget

Budget requirements for the implementation of the Schenley High School Teacher Center for the staffing, supplies, facilities modifications and general operating costs will be provided from three (3) major sources: (a) 01 General Fund Budget; (b) private foundation support; and (c) Chapter II funding. The funding for the "replacement teachers" will be offset by a reduction in 01 teaching positions brought about by the closing of Allegheny and South High Schools.

Summary

In this paper the author has presented his general views of staff development. It has been presented as a person oriented change process that is directed at behavioral changes required to achieve instructional effectiveness. The concept of instructional leadership role of administrators is presented as the key variable in the long range school improvement process. Finally PRISM is presented as Pittsburgh's plan for staff development and school improvement.

REGISTRATION AND SCHOOL IMPROVEMENT

Charles J. Gorman
University of Pittsburgh

". Ceremony without ulterior motive is amateur theater.
. Power professionals act for much more than mere show.
. Perform to entertain and impress the audience. But always as enhancements of competitive advantage off-stage."

The Craft of Power by R.G.H. Siu

The inauguration of Pennsylvania's Long Range Planning for School Improvement was conducted with substantial fanfare as terms such as Wave 1, Wave 2, Wave 3 and slogans like "Every school a better school" or "Every school a good school" succeeded in favorably impressing many of the audience, threatening others, and insulting some. Planning for improvement emerged as one intention of the state-mandated activity while the claim was made that research had provided new insight into the improvement challenge. However, more than a few educators were skeptical about these ceremonies about planning for they readily recalled how other state-directed planning process accomplished very little in terms of change. But this planning process was being defined as different and among the differences, none was potentially more threatening to participants and more obscure in definition than the concept of registration.

Does long-range planning by educational organizations accomplish very much? Business and industrial enterprises, military units and other governmental agencies generally are recognized more often than schools for efforts to make use of planning processes in decision making. Only recently have social agencies such as school districts applied forecasting processes in making decisions to commit resources based on estimates of probable futures. Consequently, educational institutions have not been acknowledged for their organizational planning efforts. Yet, schools have been identified as being highly efficient and well-organized institutions--features which are often sought through systematic planning.

Some understanding of this apparent paradox can be derived by considering the culture of the school. From the point of view of many social scientists, school functions produce behavioral patterns which are not unlike the salient features of cultures. Certain values are evident in our schools both as they fulfill these functions and as they contribute to the transmission of a culture. Routine and stability are important and consequently, planning is first aimed toward maintaining these existing conditions before it addresses improvements which would likely realign the values. So while schools plan, they do so for reasons which are different from those of the business and industrial world where competition and profit represent dominant forces and new products and processes are high priorities. Stability, not change, is a more influential factor as educational planning processes unfold at the school level.

In Pennsylvania, the present cycle of long-range planning in schools has been linked to a generalized concept of school improvement--an association which is new to the State's long-range planning requirements. Previously, other priorities such as the construction of school facilities and the interpretation of state assessment data dominated the planning activities. Present efforts to link long-range planning to various educational improvements represent both a state-wide political agenda for education and an attempt to advocate a frame of reference largely derived from recent research on program implementation processes in schools; i.e. improvement appears to be more attainable at the school level than at some broader base such as the district or system level or the state and national levels.

Among the details of Long-Range Planning for School Improvement (LRPSI) are the procedures for "registration." Details for this event reveal a highly bureacratic process through which local planning and implementation activities are to be validated. Compliance with state guidelines is important. Process,

not outcome standards have been delineated and the implications appear to be that registration is ceremony that will not only emphasize the compliance orientation of the state education agency but also will produce renewed public confidence in the schools. But is compliance with state regulations the reason schools are experiencing an erosion of confidence by its publics?

Many unstated assumptions appear to provide the conceptual network which undergirds the improvement-registration linkage. For example, because school-specific improvement strategies have been observed to be more effective than state-wide plans, the registration process guidelines promote the use of evaluation procedures developed for building-level Action Plans to serve the dual purpose of documenting registration. The assumption in this case may be that evaluation procedures developed as one component of a school-level Action Plan are also suitable to justify registration by the state. Why not? If the evaluation reveals that an attempt is being made to implement the Action Plan, then does that testimony not warrant public recognition? Perhaps, but what is perpetuated when the validation of a process only is publicized as improvement in the substance of education? Does it simply mean that those processes were not previously operating and now they are and that merits special recognition? The compliance value is prominent, not improvement as alluded to by the public or as reported in the research.

This improvement-registration link appears to be operationalized as a kind of operant conditioning which signifies only that something is underway. Perhaps the state strategy is one of positive reinforcement for schools with the long-term fantasy that, in time, school improvement will address the substantive issues directly associated to the decline of public confidence in the schools. More often than not, these "confidence" issues tend to magnify concerns of citizens about technical aspects of education such as the quality of instruction,

school leadership practices, student counseling services, student achievement as well as the escalating costs. Goals usually are not questioned at the school level but the delivery of technical services is associated with the negative views held by the publics.

Yet, the absence of clarity regarding the relationship between improvement and registration has not emerged as a critical concern by participants in LRPSI. Perhaps the implementors have recognized this reality and assume that, like previous long-range planning, this too will pass without causing any real re-direction of the educational system. To some, the fanfare of the state was indeed "amateur theater"--a mere show that provided no competitive advantage for the state education agency to provide necessary leadership for school improvement. A casual reaction to registration is apparent in the schools --a reaction which appears to be based on the premature conclusion that every school is a good school.

Can registration address the problems associated with the erosion of confidence? Can this process be designed and implemented in a manner which will facilitate school improvement in ways which have been demonstrated and validated? This paper has been prepared under the assumption that an affirmative response can be made to both of these questions.

A. Assumptions of the Long-Range Planning Model and Implications for Registration

The relationship between registration and long-range planning is more than a simple part-whole connection. Registration appears to be intended as a symbolic gesture which is designed to influence attitudes of participants. Selected details have been announced such as the two procedural stages which are defined for the process. First, the planning procedures and planning document is structured by state guidelines. Information must be presented for five general topics--educational programs/services, school district management, personnel development, community/staff involvement and nondistrict support. Specific questions must be answered in order to qualify as having completed the Preregistration Stage. The Registration Stage follows a period of implementation, during which time the school district is expected to follow the procedures for improvement as explicated in school-specific Action Plans. State guidelines on the Registration Stage stipulate that a progress report is to be completed on developments related to the Action Plans and evaluation procedures defined in each Action Plan are to be adhered to. Specific criteria for registration has yet to be explicated. However, according to these guidelines, a school district must select to be considered for registration. If one does not elect to participate in this process, a progress report remains a requirement but the evaluation document apparently will not be scrutinized by state officials to determine if registration is merited.

This process of registration is part of a five-phase planning model which includes (1) initial preparation, (2) needs assessment, (3) action planning, (4) implementation, and (5) evaluation. The model is cyclical and time allocations are specific to each phase. For example, the first year of the long-range planning model focuses on the first three phases of planning. Implementation,

or Phase 4, is expected to extend for three years and evaluation is projected as the activity for the fifth year. While the cyclical nature of the model is evident, rationality is another feature which appears to be promoted in this process. But what are the assumptions upon which features such as cyclical planning, rationality, and time allocations are based? Furthermore, do the assumptions about planning associate with those regarding school improvement?

First, alternative planning models do exist. The Center for Policy Research[1] identified the following six models for the National Teacher Corps Project which was also designed as a five-year program and included phases comparable to LRPSI:

1. Rationalized Planning: Consists of a careful analysis of tasks to be performed and a system of interrelated roles and procedures which accompany the tasks.

2. Engineering/Architecture Planning: Consists of the application of problem solving or design processes to a pre-set problem. Through continuous refinement, the model produces a unique solution which is strong on clarity, simplicity and aesthetic appeal but resistant to feedback from the environment and to redefinition of the problem.

3. Simulation Planning: Consists of the processes of creating a system similar to the one the planning group is working with and a careful study of its properties.

4. Natural Development Planning: Consists of day-to-day interactions of planners whereby planning is approached as "doing it by doing it." This model tends to focus on program functioning rather than long-term political and strategic planning.

5. Muddling Through Planning: Consists of a mixture of improvisation, expediency, non-planning and short-run coping processes. This model is based on the assumption that long-term and comprehensive planning is not possible since one cannot know the future.

6. Adaptive Planning: Consists of defining purposes, action, reflection and redesigning projects. The model gives priority to feedback from actions.

[1]Taylor, Beverly Loy, Sullivan, Ellen Wahl and Dollar, Bruce. Mapping Teacher Corps Projects, Center for Policy Research, New York, 1978.

Assumptions associated with the "Rationalized Planning" model include the belief that the future of the school district is rather predictable--that there is a clear direction, order and sequence between planning and implementation, between implementation and evaluation and finally, between evaluation and planning. At issue is the extent to which the future of the school district and even the state education agency is predictable in specific areas addressed in the long-range plan such as programs/services, management, personnel, community and non-district technical resources. That one can predict with reasonable accuracy that the districts and state agency will continue to exist is not usually contested. However, participants of these institutions often contend that estimates of changes in the specific features of both the local and state institutions are difficult to validate. Consequently, planning for three-year implementation is not only impractical but also difficult to obtain serious participation by key members of the school. This view is often adopted by skeptics who maintain that LRPSI is destined to the fate of other previous long-range planning efforts of the state. School buildings will close. Personnel will change and probably fewer professional staff will be employed. And the composition of the community will be different as the percent of households with school-age children will continue to decline and parents with children in school will represent a rather small minority of each community. Substantive changes are expected in variables which may not be recognized either during the planning process or as Action Plans are constructed. Yet, the planning model is based on one's skill to forecast the future with certainty. Clearly, the assumptions which undergird the planning model are not congruent with the contextual conditions of the institutions for which the planning is being done.

What is the likely fate of evaluation and subsequent registration processes when an appraisal of the general planning model reveals certain critical problems?

First, the practicality point gains momentum. The state regulations are followed, documents are prepared by school districts but the critical school improvement agenda is not represented as a long-range plan. Compliance can be documented easily and progress reports can be prepared to obtain the sanctions of the regulating agency. But the words and the music of school improvement are not synchronized. Registration becomes amateur theater, and an opportunity is lost to address the need to improve the quality of educational practice.

The implications of this possible outcome extend beyond long-range planning, school improvement and registration. At issue is both a trust factor involving the community and school and competence factor pertaining to evaluation. Will the public confidence issue change? How will the state-of-the-art in evaluation be influenced by the gesture of registration? Will those who prepare progress reports on evaluation procedures be validating improvement when change is not at all evident by students, teachers or concerned citizens?

B. Registration and Evaluation

Registration in the Pennsylvania version of School Improvement is a display of the power of a state education agency to certify school districts as having complied with the rules of this game. This certifying act is based on the documentation of evaluation. The Evaluation Report is defined by the state education agency as follows:

> This report is submitted following implementation in accordance with the district's evaluation design. The Evaluation Report includes a statement about the accomplishment of objectives identified in each action plan, a summary of the data analyzed, and the analysis procedures. The document will be "Accepted" by the PDE based upon whether the evaluation design described in each action plan has been followed. (Long-Range Planning for School Improvement: Guidelines and Instructions, p.v.)

The evaluation design of a school district and of each action plan represents key indicators of the intended relationship between registration and evaluation. Three references to evaluation are made in the LRPSI Guidelines and Instructions:

1. Educational Programs/Services

   Item 6. Develop building-level action plans <u>for each district-wide and building-specific priority goal</u>. Action plans should include the following components:

   a. Objectives of the plan in terms of student growth desired.
   b. Indication of changes to be made. (Examples of areas in which changes can be made include but are not limited to school environment, instructional practice, resource allocations, supervision, staff development, district policies, administrative organization and procedures.)
   c. The major activities to be undertaken to make the changes.
   d. The schedule of major activities.
   e. The position title of the person responsible for each activity.
   f. Expected cost of each activity.
   g. The evaluation questions to be asked and the evidence to be used to answer them.
   h. The position title of the person responsible for the evaluation and the date for the completion of the evaluation.

Item 7. Prepare and submit to PDE for each district-wide priority goal a summary of individual building-level action plans which includes:

a. Objectives in terms of growth desired.

b. Changes to be made.

c. Major activities to be undertaken.

d. Position title of persons responsible.

e. Schedule of major activities.

f. Expected cost of each major activity.

g. Evaluation questions to be asked and the evaluation evidence to be used.

h. Position title of person responsible for district coordination of the LRPSI.

2. School District Management

Action Planning

a. Objectives of the plan.

b. Changes to be made.

c. Activities to be undertaken to make changes.

d. Schedule of major activities.

e. Position titles of person(s) responsible for each activity.

f. Expected cost of each activity.

g. Method for evaluating results of action taken.

h. Position title of person responsible for evaluation and the date of completion of the evaluation.

Consequently, the evaluation task which supports the Registration Process is limited to the following design:

1. For each action plan at the school level, identify the questions asked and the evidence to answer them.

2. At the district level for each district-wide priority goal, summarize building-level action plans including evaluation questions asked and evidence to be used.

3. From a district management perspective, summarize action plans for each priority management goal including the method of evaluating results of action taken.

This approach, whereby the identification of both the evaluation questions and the related evidence is the prerogative of those who prepare action plans for

educational programs/services and management services appears to support evaluation procedures which would continue to feature participation by several special interest groups. That is, if the preparation of action plans is by teachers, students, administrators and parents, then these role groups probably will maintain their interests in and commitment to feedback or evaluation reports. Consequently, an evaluation model, based on principles of non-excludability of role groups from information, should include procedures which stipulate processes by which progress and evaluation reports are openly reviewed and realistic opportunities are available for the special interest groups to express alternative interpretations of evidence. Conventional evaluation procedures for educational settings do not accommodate this type of participation.

The field of evaluation in educational settings presently is experiencing the efforts of several forces for change. Alternative models of program and staff assessment have been broadly disseminated. Technical skills and methods of inquiry are more diverse today than recognized over the past decade as specialists in all fields of the social sciences propose evaluation techniques for school settings. Simultaneous to this rapid expansion of the technical domain in evaluation has been the increased frequency of requests by both educational agencies and the public for clear assessments of programs and processes.

Thus, as evaluation alternatives are promulgated and accountability concerns are sustained, the school improvement effort emerges as an opportunity for educational leaders to respond in a serious manner to the public critique of schools.

The challenge presented in linking evaluation and registration can be represented by questions such as the following:

1. Action Plans and Evaluation at the School Level

   - To what extent are the evaluation questions and related evidence directly associated with the intended student outcomes for building-specific improvement activities?

   - To what extent does the evaluation plan include provisions for

the identification and analysis of implementation issues?

- Does the evaluation of building-level action plans include school performance standards to direct the improvement effort at the school level?

2. Action Plans and Evaluation at the District Level

   - What district-wide indices of student outcomes will be used to gauge school-specific developments?

   - Does the district-wide monitoring of school improvement activity result in the identification of policy issues associated with improvement?

   - Are minimal standards of improvement identified for the purpose of determining if registration is merited?

3. District Management Action Plans and Evaluation

   - What evaluation questions and related evidence of developments in district management practices have been specified?

   - How will district management practices be monitored?

   - Are standards for improvement of district management practices established?

This appeal to refine the evaluation-registration activities is partially based on assessments of other efforts to address school improvement. For example, school improvements have been advocated for a special category of students through Title I. The federally-funded program is also acknowledged as having promoted evaluation activities in schools. An analysis of these efforts by Goettel et al. in 1977[1] revealed that in many cases, the Federal intent to emphasize evaluation resulted in creating the impression that reporting was important, but evaluation for local use was not. Present stipulations in Pennsylvania's Long Range Planning for School Improvement also promotes the reporting processes. The probable consequence of emphasizing reporting over evaluation according to Goettel and his associates, is that few school districts will tend to relate mandated evaluations to program decisions due to the absence of knowledge, commitment or capacity to do so.

[1] R.G. Goettel, B.A. Kaplan and M.E. Orland, "A Study of the Administration of ESEA, Title I in Eight States," Syracuse, N.Y.: Syracuse Research Corp., Oct., 1977.

C. Implementation, Evaluation and Registration: A Proposed Alternative for School Improvement Processes

Forecasting processes in social agencies such as schools have not been held in high esteem by practitioners at the school level of the educational community. The skeptics now question the usefulness and creditability of long-range planning, a forecasting process. In addition, the analysis of registration processes described herein, including several references to the proposed processes, contains more doubts than promise for practitioners. Yet, criticism of this type without recommendations for alternative approaches is not very constructive. Consequently, the following proposal represents an option to existing registration regulations and an idea in need of practical testing.

This plan rests on a set of assumptions about school improvement and evaluation methodologies as follows:

1. The priority attached to the state-wide School Improvement Project in Pennsylvania acknowledges the need to address the erosion of public confidence in the schools.

2. Successful implementation of projects designed to improve schools results in the mutual adaptation of plans and contextual settings.

3. Improvements within schools are dependent upon the role orientation of key participants.

4. The organization of relevant information about previous efforts to change schools can facilitate the development of conceptual frameworks to direct improvement strategies.

5. Information produced through project evaluation can be disseminated both to inform a citzenry and to advise decision making by key participants.

6. Documentation of project developments allows for a more unrestricted review of improvement practices than the conventional evaluation models which focus exclusively on objectives.

1. Public confidence in schools. Throughout this document, the claim has been made that school improvement represents a need to address the erosion of support for public education. Convincing and irrefutable evidence to validate this claim is difficult to identify and consequently, the 'confidence' conclusion

strains to attract a concensus. For each citation of negative views about the schools, another reference to testify to the success of schooling can be made. And these critical claims along with the success stories can be based on many forms of information -- research or scientific observations, professional practitioner experiences and common sense are some of the domains represented.

Nevertheless, the improvement label displays an orientation that things need to be made better. This frame of reference obviously need not be associated with a decline in public confidence, especially if schools have had a history of successful improvements. But schools appear to value the maintenance of existing routines over change. Yet, efforts have been made to reform schools and over a span of years, improvements have been instituted. Yet, while changes are evident to some, one does not sense a kind of confidence either by the professional staff of a school or by the public they serve that operations and outcomes can indeed be improved.

Consider, for example, the recent interest generated by the claims that some urban schools have performed beyond the expectations commonly held for them. These "effective schools" have been recognized because they have recently attained success in academic achievement. Furthermore, the "effective schools" often exist within communities where other schools with comparable conditions have not been successful. Can parents be confident that their children will receive the opportunities in all schools that some obtain in the "effective schools"? Edmonds[1] reported his views on this point as follows:

> "In conclusion this reference to schools that teach all their children what their parents want them to know when they send them to school is not theoretical and does not derive from moral persuasion. It is a discovery as contrasted to an invention. My conclusion in that regard derives from the fact that effective schools do in fact exist and they exist right now. The second conclusion I draw is that the existence of

---

[1]Ron Edmonds, "Developing Effective Schools," New England Teacher Corps Network Presentation, June, 1980.

> these schools for me raises the question, "Why aren't they all like that?" My own answer to the question is that we happen to live in a society that values some of its people much more than it values others. Educators like all other social services serve those they think they must and when they think they need not, they do not. Unfortunately most of the children who do not get those services, in general and in education in particular, happen to be members of politically impotent groups-children who are either poor, of color, or both. But schools do exist that can solve the problem. The existence of those schools means that it is realistic to suppose that all of them could be like that. And finally, I would say that whether or not our social order ever makes education the instrument of equity of which it is capable probably depends on how you feel about the fact that we have not done that so far."

Or perhaps the erosion of confidence can be supported by the view that public schools try to do so many things that they are destined to mediocre performance in some areas. In a recent study of private and public schools which included an examination of several premises which facilitate or constrain the use of private schools, the investigators concluded that the factual premises underlying policies that would facilitate use of private schools were better supported than those that would constrain their use.[1] These researchers also phrased this conclusion as follows:

> "...the constraints imposed on schools in the public sector (and there is no evidence that those constraints are financial, compared with the private sector) seem to impair their functioning as educational institutions, without providing the more egalitarian outcomes that are one of the goals of public schooling."[2]

Thus, the claim pertaining to the erosion of public confidence in schools is supported by two points -- (1) parents cannot anticipate the provision of appropriate educational services in all schools and (2) private - public school comparisons result in conclusions that private schools produce better cognitive outcomes, are safer, more disciplined and a more ordered environment than public schools. However, private schools do not provide the range of educational programs as is

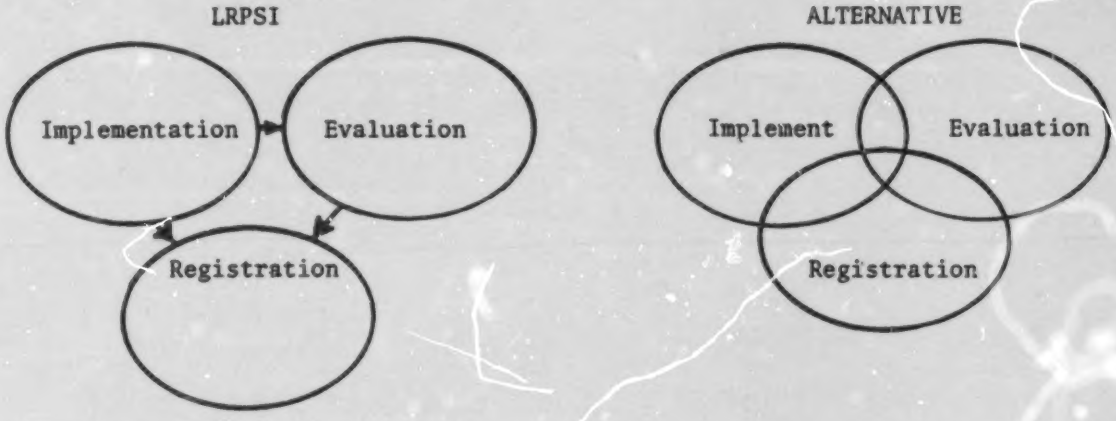
---

[1]James Coleman, Thomas Hoffer and Sally Kilgore. Public and Private Schools, Contractor Report, National Center for Education Statics, November, 1981.

[2]Ibid, p. XXXII.

provided in public schools. These two points are not mutually exclusive for as parents realize that they cannot be confident about the quality of services available in a public school, many take comfort in believing that private schools will remove that doubt. Still other critics who for many reasons do not consider the private school option as an alternative, respond accordingly--often in a negative manner. It is therefore assumed herein that school improvement represents a state-wide plan to address the 'confidence' issue.

2. Implementation of Action Plans and the concept of mutual adaptation. Implementation, or the processes of putting ideas into practice, is designated as the second phase of LRPSI. The time allocated to do so is three years, after which evaluation is proposed as the third phase. This plan represents an alternative to the original design in that implementation, evaluation and registration are planned as overlapping processes. Graphic representation of the two points of view is as follows:



The Alternative plan draws extensively from the analysis of research on federal programs which supported educational change. Berman and McLaughlin[1] reported in the frequently quoted Rand Study that effective implementation cases included concrete teacher-specific training, in-class assistance, teachers

[1] P. Berman and M.McLaughlin. Federal Programs Supporting Education Change, Vol. IV: The Findings in Review. Santa Monica, CA.: The Rand Corporation, 1975.

observing other teachers, participative governance, local materials development and teacher - administrator interaction in staff development. These researchers also emphasized the importance of the mutual adaptation phenomena that occurs between the school context and proposed changes as ideas were translated into practice. Thus, the processes of implementation result in changes to both the idea or Action Plan and to the context or school in which the improvement activity is located. School improvement evaluation should provide for the documentation and analysis of the mutual adaptations made for Action Plans.

The Alternative plan is also based on the belief that the evaluation domain need not be restricted to conventional models. Consequently, the evaluation process can be tailored to the features of implementation. The task is to first be cognizant of implementation activity and the context within which it is occurring. Then, the choice of the most appropriate evaluation model can be made. The diagram on the Alternative reveals that a subset of implementation is used to focus the evaluation of Action Plans and that likewise, a subset of evaluation is applied to the activity of implementation.

Registration is also projected to intersect with implementation as well as with evaluation. Stated in another way, registration should apply only to selected aspects of the implementation process. In addition, the evaluation-registration overlap signifies the intended relationship of these processes; i.e., aspects of registration are clearly a part of the evaluation procedures.

Finally, the diagram of three intersecting sets includes the representation of an area which is common to all three -- a domain which probably represents the substance of school improvement.

In order to clarify the concepts represented by the three intersecting sets (implementation, evaluation, registration), one must consider the types of concerns represented by each location on the diagram. Consider the following questions:

1. Implementation - Evaluation Link: Considering the six components of implementation reported in the Rand Study, which ones are to be included in the project evaluation? What aspects of mutual adaptation are to be scrutinized in the evaluation?

2. Implementation - Registration Link: Since the SEA will designate schools as being registered, what evidence from implementation activity will be necessary for this decision to be made? Of the components which contribute to successful implementation which ones will be reviewed for purposes of determining registration? Is the identification of mutual adaptation needed for registration? Should regional review processes be established to validate registration claims?

3. Evaluation - Registration Link: What aspects of implementation evaluation will be utilized to make decisions about registration? Will criteria for registration be identified so evaluation plans can be formulated?

4. Implementation Only: What insight has the staff acquired about the processes of implementation that will be helpful in other improvement projects? To what extent are factors evident such as staff ability, institutional and personal values, information, contending local circumstances, timing, competing obligations of personnel, resistance to change and project yield?

5. Evaluation Only: What evaluation models tend to be utilized most frequently in school-specific Action Plans? for district plans? What factors are considered in determing which approach to evaluation is to be used?

6. Registration Only: What impact is the granting of registration having on the continuation of school improvement efforts? What evidence exists that registration is addressing the problems associated with the erosion of public confidence in the schools?

7. Implementation - Evaluation - Registration Linkage: Of the improvements planned, which ones are readily recognizable by the public, the professional staff and the certifying agency? What is the next step in school improvement?

3. Improvement and the role orientation of key participants.

The state guidelines for the preparation of Action Plans for educational programs/services and for school district management include the identification of the position title of the person responsible for each activity. In this proposed alternative to the existing registration process, the focus on position

title is modified to emphasize the role orientation of key participants in each Action Plan. This orientation to role over position draws from conceptual frameworks associated with Role Theory and emphasizes a functional analysis of behaviors associated with the implementation of a given activity.

Another reference to role orientation was made by Orland and Goettel in their analysis of the implementation of Federal categorical programs. These researchers emphasized the middle link the states fulfill when Federal programs are enacted in local education agencies. They used the concept of "state role orientation"[1] to define the nature of state implementation behavior. This orientation can be applied to the School Improvement Program in Pennsylvania for it explicates important insight into the relationship between improvement activity and the associated functions of key participants. Orland and Goettel defined this concept as follows:

> "State role orientation refers quite simply to how the state implementors of federal categorical programs perceive their appropriate role or mission within the intergovernmental administrative system. The concept is borrowed from social psychology literature which has long recognized the explanatory power of the concept of role in understanding individual behavior in an organizational setting."[2]

In the proposed alternative to registration, the documentation of improvement activity would include an analysis of modifications in role responsibilities for administrators, teachers and other support personnel such as counselors and supervisors. While this documentation may not be used directly to validate improvement, it would be examined to make decisions on the programmatic adjustments needed at the school and district levels in order to maximize the improvement effort.

4. Organization of relevant information about change processes.

The preparation of Action Plans in accordance with state guidelines is guided

---

[1]Martin E. Orland and Robert J. Goettel, "States and the Implementation of Federal Categorical Programs in Education: A Heuristic Framework" Educational Evaluation and Policy Analysis, Summer, Vol. 4, No. 2, 1982, pp. 141-155.

[2]Ibid, p. 14.

by a series of questions, each of which is focused on defining details of the school improvement activity. For example, objectives, changes to be made, activities and schedule of events are categories of information to be constructed for these plans. Justifications for the selection of a specific focus are to be derived from the assessment of needs, a process which is primarily structured according to state goals for education, state assessment program and other data as identified by planners. It is assumed in this proposal that this planning process and the subsequent implementation effort should reflect an awareness of information about other efforts to improve schools. While substantial agreement on what we know about these processes may be difficult to obtain, that possibility should not be used to defend the avoidance of this type of information and its contribution to the school improvement effort. Dunn[1] proposes that reforms can be viewed as arguments. This metaphor was described as follows:

> "..., reforms are best viewed as arguments, a metaphor whose roots lie in the everyday social interaction of policy makers, scientists and citizens-at-large. When we revisualize reforms as arguments, it is no longer possible to make facile distinctions between "science" and "ordinary knowledge," nor are we likely to reach the potently false conclusion that knowledge derived from one or the other source is inherently superior."

The proposed alternative would incorporate this view by promoting the identification of assumptions which undergird the proposed improvement processes. This could be accomplished through various interactions with key participants during the planning and implementation phases. As this framework is defined, the documentation process can be utilized to evaluate planned changes and to adjust Action Plans accordingly. This view of incorporating existing knowledge about change, as revealed in the assumptions, into the planning process after the process has been completed emphasizes the need to evaluate planning as one dimension of the

---

[1]William N. Dunn, "Reforms as Arguments," Knowledge: Creation, Diffusion, Utilization, Vol. 3, No. 3, March 1982, p. 295.

improvement process. The need to do so is founded on the belief that improvement of the type needed in schools will require on-going planning and implementation and each new cycle of this process should be based on the shared learning of previous practices.

5. Dissemination of evaluation information both to inform citizens and to advise decision making. The practice of sharing information about efforts to improve schools usually appears as a public relations event in which only favorable results are disseminated. At times, it is argued that if negative findings were reported to the public, the reactions would be drastic and damaging to programs and people. Others who question the wisdom of presenting a comprehensive view of a school's effort to improve often doubt if the public at large is interested in or can interpret the program results. Furthermore, evaluators and other social science researchers often doubt if the information produced through their inquiries is used by decision makers.

Access to information has been considered a key to the maintenance and exercise of power in an organization. That knowledge is power is a common claim. For school improvement efforts, especially those that are in part responses to the erosion of public confidence in the schools, the concerns for access to information need to be clearly addressed. Coleman[1] identified two models for feedback processes in a large society which provides widely different responses to questions about information dissemination. These two models were based on different assumptions. One approach views information to be a private good and consequently, knowledge is controlled by key decision makers. The other is a model of society as consisting of many actors and societal decisions are viewed as "...the outcome of a political process in which a great many actors, the whole spectrum of interested parties, press their interests via the existing political institutions." (Coleman, p. 8).

---

[1]James S. Coleman, "Policy Research and Rights to Information," Paper presented at the Conference on Knowledge Utilization, Pittsburgh, PA., 1981.

The approach herein advocated for information dissemination on school improvement is based on the second model referred to by Coleman -- information for the public good. Consequently, documentation and the evaluation processes utilized to assess school improvement practices should include clear stipulations on the preparation, review, analysis and reaction by key participants including parents and other citizens of the community.

6. Documentation of project developments and the unrestricted review of improvements. This alternative to the existing registration process emphasizes the interactive nature of implementation, evaluation and registration. A documentation system is advocated to replace existing progress reports. This system should include a series of specific questions regarding implementation processes. Documentation reports should be prepared for internal review at least two times each year and the review procedures should promote open discussion by key participants including citizens of the community. Furthermore, the documentation process should include the specific evaluation procedures to be used to assess the effects of improvement efforts. Finally, this alternative includes the development of regional review processes to recommend school registration. By so doing, claims to authorize registration could be scrutinized, questions or concerns could be raised and more in-depth interaction between schools and these regional units could result in a more public analysis of the school improvement effort.

While the details of the documentation system and regional reviews are not included in this document, the idea has been presented for the purpose of promoting a more open discussion about registration and its implications. This view of inquiry was described by Popkewitz[1]:

> Educational inquiry should provide a mode of analysis that can illuminate the unintended and latent consequences of our school

---

[1]Thomas S. Popkewitz, "Educational Research: Values and Visions of Social Order," Theoretical Paper No. 71, Wisconsin Research and Development Center for Individualized Schooling, the University of Wisconsin, September 1978.

> arrangements. The ceremonies and rituals of our public institutions create symbolic forms which make ongoing practices seem heroic, institutional structures seem benevolent, and professionals seem competent in maintaining the historic mission of schools. Yet social affairs are filled with pretentions, deceptions, and self-deceptions by which people cloak the meanings and consequences of their arrangements with each other. Our institutional arrangements have become traditional, customary, and seemingly "natural." The unmasking and debunking motif in social inquiry can be a powerful intellectual force in a social world that is built upon beliefs in certainty.

That which is being questioned about a process called registration and a state-wide program labeled school improvement is not the need or even the urgency to address the questions about the quality of education. The declines in measures of student performance coupled by simultaneous increases in costs have produced a public reaction which is often not supportive of present educational practices. But that which is being addressed in this document pertains to a different approach to school improvement. The assumption upon which this alternative is based is drawn from the belief that the improvements needed require a different approach to the complex institutions we call schools. As observed in a recent publication[1] about the responses of schools to programs of change, the authors noted that institutional life is not easily altered and when schools are faced with reform, they exhibit remarkable resilience, subsequently incorporating the innovations into existing patterns of behavior and belief. Furthermore, as the schools absorb these efforts to improve, they tend to use the slogans of improvement to suggest reform.

This plea for alterations in the registration process is also a request to modify many existing practices of school-community relations. Rather than a registration process which results in the state validation of existing patterns of behavior as improvements, this request is for a more open and unrestricted analysis of the efforts of schools to change.

---

[1] Thomas S. Popkewitz, B. Robert Tabachnick and Gary Wehlage. The Myth of Educational Reform, The University of Wisconsin Press, 1982, pp.19-20.

BIBLIOGRAPHY

Berman, P. and McLaughlin, M. Federal Programs Supporting Educational Change: Vol. IV: the Findings in Review. Santa Monica, CA: the Rand Corporation, 1975.

Coleman, James S. "Policy Research and Rights to Information," Paper Presented to Knowledge Utilization Conference, Pittsburgh, 1981.

Coleman, J., Hoffer, T. and Kilgore, S. Public and Private Schools, Contractor Report, National Center for Education Statistics, November, 1981.

Dunn, William N. "Reforms as Arguments," Knowledge: Creation, Diffusion, Utilization, Vol. 3, No. 3, March 1982.

Edmonds, Ron, "Developing Effective Schools," New England Teacher Corps Network Presentation, June 1980.

Goettel, R.G., Kaplan, B.A. and Orland, M.E. A Study of the Administration of ESEA Title I in Eight States, Syracuse, N.Y.: Syracuse Research Corporation, October, 1977.

Gorman, Charles J. Documenting, Analyzing and Decision Making. Mid-Atlantic Teacher Corps Network, Temple University, 1979.

Long-Range Planning for School Improvement: Guidelines and Instructions. Pennsylvania Department of Education.

Orland, M.E. and Goettel, R.J., "States and the Implementation of Federal Categorical Programs in Education: A Heuristic Framework," Educational Evaluation and Policy Analysis, Summer, Vol. 4, No. 2, 1982.

Pierce, John C. and Lourich, N.P., Jr. "Knowledge and Politics: the Distribution and Consequences of Policy - Relevant Information Among Citizens, Activists, Legislators and Experts," Knowledge: Creation, Diffusion, Utilization, Vol. 3, No. 4, June 1982.

Popkewitz, Thomas S. Educational Research: Values and Visions of Social Order. Theoretical Paper No. 71, Wisconsin Research and Development Center for Individualized Schooling, the University of Wisconsin, September 1978.

Popkewitz, Thomas S., Tabachnick, B, Robert and Wehlage, Gary, The Myth of Educational Reform: A Study of School Repsonses to a Program of Change, The University of Wisconsin Press, Madison WI, 1982.

Siu, R.G.H. The Craft of Power, John Wiley & Sons, New York, 1979

Taylor, B.L., Sullivan, E.W. and Dollar, B. Mapping Teacher Corps Projects, Center for Policy Research, New York, 1978.

COMMUNITY INVOLVEMENT: THE ROLE OF THE TECHNICAL ASSISTANCE PARTNER

Nicholas F. DeFigio
University of Pittsburgh

Michael J. Elsberry
North Allegheny School District

Introduction

Two factors, the post World War II community relations movement in school administration and the more recent "maximum feasible participation" of federal legislation has more than any other event shaped citizen participation in public education.[1] The human relations approach to administration, (considered by many to be revolution) was based on the belief that increased citizen participation leads to greater cooperation.[2] Federal legislation, especially the Elementary and Secondary Education Act of 1965 mandated an increase of citizen control over federal aid to the schools.[3]

As a result of the rise of the human relation theorists and the requirement of citizen participations attached to federal aid to schools, community involvement became a fundamental principle in the minds of most school administrators. Community involvement took on many faces. Fantini identified the following types of participation; 1) Participation for Public Relations, 2) Participation for Instruction and Curriculum Support, 3) Participation for Crisis Resolution, 4) Participation in School Governance, 5) Participation which Applies Legal Resources to Educational Problem Solving, and 6) Participation Through Citizen Consumer Lobbies for Education.[4]

The simple truth is that there are as many variations of citizen involvement in education as there are administrators and school boards. Little if any substantive community participation has resulted from human relations concepts and/or legislative mandates.[5] This fact may reflect the lack of experience, the lack of commitment and a resistance on the part of boards and administrators to search for effective citizen participation procedures.

Pennsylvania School Improvement, Community Involvement

The authors of this paper can not determine precisely the philosophical and/or conceptual bases from which the Pennsylvania Department of Education developed the guidelines for community involvement in the Long Range Planning for School Improvement document. The authors can, however, speculate on what has been written and distributed by the Department.

For example, the department has identified six reasons for desiring community involvement.

1. Provide all citizens of the community, staff, students, and representatives of appropriate organizations and agencies with an interest in the schools, an opportunity to understand how the board plans to operate the schools.
2. Give the board an opportunity to inform those persons about its plans.
3. Provide an organized and systematic process for community and staff involvement.
4. Promote communication among those interested persons.
5. Promote the possibilities that the board's plans reflect the concerns and desires of these persons.
6. Promote the possibilities that the board's plans will have the support of the community/staff.[6]

A later publication from the Department encourages districts to....view the process of planning for community/staff involvement as an activity which will ultimately:

- Improve overall school-community communication.
- Increase public understanding and satisfaction regarding school operations.
- Maintain or increase ongoing community and staff participation in the total school program.
- Clarify community and staff roles in the education process.
- Create a shared sense of school and community.
- Increase mutual school-community respect.[7]

Simple speculation reveals a noncommittal position on the part of the Department of Education. Districts are free to pursue community involvement in a manner most comfortable for administrators and boards of education. Nevertheless, the Department of Education's intent is clear, community involvement is required and the means for going beyond the traditional forms of participation is encouraged.

Community Involvement Issues

Because the purpose for community involvement at the district level projected by the Department of Education is subject to many interpretations, the school board and the administrative staff are faced with at least five issues that must be resolved.

Issue 1: Develop a clear definition and understanding of the role of each community group created. Questions such as; is the group to be advisory and decision making or is the group to be policy making?, must be addressed. The role of the group most often is left to chance. Sometimes a district may want a group to serve as a reviewing group or as an evaluation group. Whatever the case, the district must determine the role of the group before individuals are selected or recruited.

Issue 2: Develop appropriate recruitment and selection procedures. District administrators must take extra care in developing recruitment and selection procedures. Most often volunteer solicitation results in the loss of minority and low income membership. Consideration must be given to reaching all sectors of the community by special invitation.

Once recruitment and selection procedures are established special consideration must be given to meeting time, place(s) to meet and transportation to and from meetings. In rural areas school administrators must consider using special buses and if cable T.V. is available consideration for its use might be

worthwhile.

Issue 3: The development of clear interrelationship among and between the various community groups functioning in the district. This issue could be considered in issue 1, however, the working relationship between and among community groups in a district is critical to the smooth functioning of all groups. How building level groups will function with district wide groups must be established very early in the consideration of the role of each group. Sometimes districts have community groups functioning at cross purposes and sometimes groups are performing the same task. The establishment of clear interrelationships will alleviate most of the problems in this area.

Issue 4: The development of appropriate means of receiving and reporting information. Clear patterns for receiving and reporting information can solve many problems that face community groups. Individuals within the district must be identified as sources of information. The community group should not have to search for needed information. By the same token, each community group must know the person(s) who will receive information and transmit information to the appropriate school officials.

Issue 5: The development of appropriate evaluation procedures to determine the effectiveness of community group participation. The effectiveness of community groups should be evaluated. The methods and procedures for evaluation should grow out of the direction established for each group. Too often the burden of collecting information rests with the members of the community group. Procedures for evaluation should lessen this burden. The establishment of simple data collection procedure should be considered over complicated, time consuming and complex procedure. How many meetings were held and what percentage of the membership attended might be more valuable than some other information.

Working relationships with community groups are hampered at times because

individuals have not had sufficient experience working with each other. School officials view the community negatively at times and the community responds negatively. Special attention must be given to this condition as well as the five issues identified.

The Role of the Technical Assistant

The Pennsylvania Department of Education offers the following services that technical assistance partners can provide:

1. Clarify LRPSI requirements for community/staff involvement.
2. Assist with status review of district community/staff involvement.
3. Meet with district staff to discuss alternative strategies for community/staff involvement.
4. Provide actual planning assistance suggesting alternative approaches to structuring committees, designing surveys, conducting public meetings, etc.
5. Broker the services of others.
6. Outline resources available for ongoing community involvement.[8]

The above services can be categorized under the broad heading, Information Interpretation and Clarification. Two additional categories, training and monitoring, further clarify the role of the Technical Assistance Partner.

Monitoring Services include:

1. Attending meetings to provide feedback concerning:
   a. progress
   b. interaction
   c. evaluation
2. Studying information flow to determine accuracy and compliance.

Training Services include:

1. Training community groups/individuals in questioning techniques.

2. Establish training sessions to deal with attitudes as well as group processes.

3. Establishing training sessions to deal with problems associated with planning goals and objectives.

Summary

Community involvement means many things to many people. To the authors of this paper, community involvement is viewed as being coterminous with the concept of participatory planning.

Participatory Planning is a proactive approach to solving problems that may confront communities during the 1980's. Moreover, it is a method of including people from diverse backgrounds, roles and functions, in a logical cooperative, planning process. This form of Community Involvement professes a basic philosophy that whatever the concern, there is a better chance something significant will result if people work together. There is, within the parameters of this planning endeavor, a stress on open participation between those who have the responsibility and/or authority to establish policies and commit monetary and human resources, and those individuals who represent the varied needs of the "community"-at-large.

Participatory Planning is also the key for the successful utilization of the technical assistance partner. In order for the technical assistance partner to be of value he/she must become an integral part of the planning process. Anything less places the technical assistance partner into the role of consultant. The concept technical assistance means much more than consultant.

Footnotes

1. Donald B. Reed and Douglas E. Mitchell, "The Structure of Citizen Participation: Public Decisions for Public Schools, p.183, Public Testimony on Public Schools, National Committee for Citizen in Education and Commission on Educational Governance, Berkeley California, 1975, (McCutchan Publishing Corporation).

2. Citizen Cooperation for Better Public Schools, Fifth-third yearbook of the National Society for the Study of Education, Part I, Ed. Nelson B. Henry (Chicago: University of Chicago Press, 1954).

3. Reed and Mitchell, Public Testimony on Public Schools, 189.

4. Mario Fantini, The People and Their Schools: Community Participation, (Indiana, Phi Delta Kappa Education Foundation, 1975), p.22-26.

5. Reed and Mitchell, Public Testimony on Public Schools, p.214.

6. Long Range Planning for School Improvement Guidelines and Instructions, (Harrisburg, Pennsylvania, Department of Education, 1981).

7. Long Range Planning for School Improvement LRPSI Resource Guide 2: Planning for Community/Staff Involvement. (Harrisburg, Pennsylvania, Department of Education, 1981).

8. Ibid., 9.

TECHNICAL ASSISTANCE FOR SCHOOL IMPROVEMENT IN A DECLINING ENROLLMENT

James M. Burk
Fox Chapel Area School District

General Statement

Throughout many regions in the Commonwealth there is an obvious decline in the number of students in school and the decline is continuing quite substantially. Even though the student decline is great, school costs continue to rise. In most cases this increase in school expenditures has gone beyond local taxpayers' ability to pay and in a depressed economy the situation is growing worse.

This report will reflect on the general and student populations, some staffing statistics, cooperative programs initiated and suggestions for future cooperative ventures.

Population

The following two tables deal with the general population and student enrollments in the Northern Area of Allegheny County. It can be seen that even though some of the areas have experienced a decline in population, the regional summary shows an overall population increase of about one percent.

When the school enrollment data are examined the picture is drastically different. In a period from 1980-81 to 1986-87 it is anticipated that the Northern Area will have 9,000 fewer students in school; the number from the current term 1981-82 to 1986-87 is about 7,450.

From a review of the school enrollment data it is apparent that in the next five eyars the Northern Area will lose the equivalent of one of the larger school districts.

(Attached to this report as Appendix A is the complete report as it was submitted to the Northern Area Superintendents.)

PERSONS BY RACE AND SPANISH ORIGIN AND HOUSING UNIT COUNTS: 1980

Place	Persons								Housing Units		
				Race							
	1980	1970	Percent Change 1970 to 1980	White	Black	Am. Indian Eskimo, & Aleut	Islander	Other	Spanish Origin	1980	1970	Percent Change 1970 to 1980
Pennsylvania	11,866,728	11,800,766	0.6	10,654,325	1,047,609	9,459	64,381	90,954	154,004	4,597,412	3,927,206	17.1
Allegheny County	1,450,085	1,605,133	-9.7	1,286,603	150,246	1,003	7,737	4,496	8,175	570,970	533,554	7.0
Northern Area	221,375	219,886	0.7	217,972	1,730	99	1,216	355	1,933	82,106	67,116	22.3
Avonworth	9,077	10,291	-11.8	8,844	192	5	18	18	31	3,329	3,066	8.6
Ben Avon	2,314	2,713	-14.7	2,230	63	1	9	11	11	863	908	-5.0
Ben Avon Heights	398	443	-10.2	392	2	4	-	-	5	143	145	-1.4
Emsworth	3,074	3,345	- 8.1	2,971	93	-	5	5	8	1,279	1,066	20.0
Killbuck Township	1,219	1,694	-28.0	1,186	32	-	1	-	3	321	331	-3.0
Ohio Township	2,072	2,096	- 1.1	2,065	2	-	3	2	4	723	616	17.4
Babcock	11,657	12,078	- 3.5	11,535	52	13	41	16	62	4,135	3,401	21.6
Pine Township	3,908	4,259	- 8.2	3,887	13	-	8	-	16	1,248	1,135	10.0
Richland Township	7,749	7,819	- 0.9	7,648	39	13	33	16	46	2,887	2,266	27.4
Deer Lakes	14,064	14,042	0.2	13,936	66	10	32	20	48	5,082	4,286	18.6
East Deer Township	1,658	2,081	-20.3	1,606	42	4	-	6	9	721	728	-1.0
Frazer Township	1,509	1,887	-20.0	1,504	-	1	3	1	-	536	556	-3.6
West Deer Township	10,897	10,074	8.2	10,826	24	5	29	13	39	3,825	3,002	27.4
Fox Chapel	29,650	30,415	- 2.5	29,040	244	13	283	70	223	10,974	9,287	15.3
Aspinwall	3,284	3,541	- 7.3	3,271	1	7	3	2	9	1,530	1,306	17.2
Blawnox	1,653	1,907	-13.3	1,636	1	-	13	3	1	737	684	7.7
Fox Chapel	5,049	4,684	7.8	4,929	16	1	90	13	23	1,630	1,338	21.8
Indiana Township	6,080	5,621	8.2	5,970	80	-	16	14	17	2,034	1,606	26.7
O'Hara Township	9,233	9,209	0.3	8,938	101	4	160	30	92	3,004	2,502	20.1
Sharpsburg	4,351	5,453	-20.2	4,296	45	1	1	8	81	2,039	1,851	10.2
Hampton	14,260	12,515	13.9	14,120	73	1	48	18	42	4,874	3,423	42.4
Hampton Township	14,260	12,515	13.9	14,120	73	1	48	18	42	4,874	3,423	42.4
North Allegheny	36,243	31,591	14.7	35,634	196	9	319	85	148	12,304	8,885	39.4
Bradford Woods	1,264	970	30.3	1,263	-	-	-	1	4	419	276	51.8
Franklin Park	6,135	5,310	15.5	6,071	4	-	51	9	25	1,972	1,494	32.0
Marshall Township	2,594	2,907	-10.8	2,575	10	-	9	-	4	900	798	12.8
McCandless Township	26,250	22,404	17.2	25,725	182	9	259	75	115	9,093	6,317	43.9
Northgate	16,368	18,596	-12.0	15,957	342	17	24	28	58	7,803	7,074	10.3
Avalon	6,240	7,010	-11.0	6,058	165	5	7	5	21	2,838	2,527	12.3
Bellevue	10,128	11,586	-12.6	9,899	177	12	17	23	37	4,965	4,547	9.2
North Hills	42,750	41,204	3.8	42,003	435	10	255	47	200	16,417	12,677	29.5
Ross Township	35,102	32,892	6.7	34,394	421	8	237	42	149	13,386	9,822	36.3
West View	7,648	8,312	- 8.0	7,609	14	2	18	5	51	3,031	2,855	6.2
Shaler	47,306	49,154	- 3.8	46,903	130	21	196	53	221	17,108	15,017	13.9
Etna	4,534	5,819	-22.1	4,492	7	1	29	5	53	1,926	2,066	-6.8
Millvale	4,754	5,815	-18.2	4,736	-	8	3	4	13	2,142	2,111	1.5
Reserve Township	4,306	4,151	3.7	4,233	62	1	1	9	8	1,503	1,226	22.6
Shaler Township	33,712	33,369	1.0	33,442	61	11	163	35	147	11,537	9,614	20.0

Source: 1980 Census of Population and Housing - Advance Reports
PHC80-V-40 Pennsylvania
U. S. Department of Commerce
Bureau of The Census

BEST COPY

Table 2

Northern Area Schools of Allegheny County

PAST AND PROJECTED STUDENT ENROLLMENT
BY GRADE AND YEAR FROM 1980-81 to 1986-87

SCHOOL DISTRICT_____

Composite Summary

STUDENT ENROLLMENT							
GRADE	ACTUAL		PROJECTED (FIVE YEARS)				
	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87
K	2275	2249	2344	2315	2310	2365	2389
1	2532	2434	2260	2294	2142	2188	2230
2	2486	2441	2447	2336	2256	2164	2205
3	2785	2529	2498	2465	2239	2217	2120
4	3162	2854	2566	2616	2451	2284	2257
5	3304	3167	2870	2635	2550	2465	2300
6	3387	3297	3064	2866	2528	2503	2423
Ungraded Elem	227	216	207	199	190	183	175
7	3447	3421	3420	3261	2932	2638	2611
8	3619	3441	3319	3319	3125	2877	2601
9	3936	3687	3531	3452	3460	3226	2954
Ungraded Junior	73	65	69	68	67	62	61
10	3802	3824	3591	3439	3291	3325	3094
11	3989	3770	3761	3572	3381	3259	3295
12	3817	3869	3587	3630	3400	3237	3128
Ungraded Senior	182	186	182	179	170	167	162
Total	43023	41450	39716	38646	36492	35160	34005
Total El K-6	20158	19187	18256	17726	16666	16369	16099
Total Jr 7-9	11075	10614	10339	10100	9584	8803	8227
Total Sr 10-12	11790	11649	11121	10820	10242	9988	9679

Staffing Statistics

Early in the 1981-82 School Year a five-year management data report was completed under the supervision of Dr. Wayne Brandon, Associate Executive Director of the Allegheny Intermediate Unit. Subsequently the report was modified to include not only the Intermediate Unit data, but also separate data for the nine school districts in the Northern Area of Allegheny County. (The entire report is included as Appendix B).

Table 7, page 101 deals with the reduction of positions over a five year period. It shows that in all categories 1739.5 positions were eliminated in the County, 350.6 of which were in the Northern Area. On page 102 of the report Table 8 shows that approximately 380 positions were added County-wide. One hundred thirty-eight were in the Northern Area. Tables 9a and 10 also include staffing information. The table of greatest interest in any discussion on school improvement and technical assistance is Table 20. It relates specifically to administrative and supervisory staffing. In the five-year period 75 adminsitrative positions were dropped in Allegheny County and 40 were added. In the Northern Area the comparable figures were 9 and 11.

A closer review of Table 20 shows that while many of the reductions came in general administrative positions, the additions were in areas more closely related to the instructional program.

Cooperative Programs

For almost twenty-five years there has been a history of cooperative efforts between the Northern Area school districts. These efforts began when there were 14 school districts in the area. As a result of reorganization the number was reduced to nine. The reorganization movement itself was a gigantic cooperative effort. The first common project was the establishment of the first special

education center in Allegheny County. Subsequently a technical school followed. In time the technical school was expanded to include vocational education. Then a second special education center was constructed. About three years ago this same group of school districts established an alternative high school for secondary students who are not responding in a positive way in their home high school. Other projects begun in the Northern Area were a joint purchasing program and a regional substitute call-in service. The joint purchasing program is now an Intermediate Unit Project and includes many school districts in Allegheny County.

Future Cooperative Ventures

When the enrollment data were presented to the Northern Area Superintendents it was suggested that consideration be given for either the region or clusters of schools to do some things on a cooperative basis or share in the administration and supervision of certain programs. Items identified at the time for consideration were:

1. Energy management.
2. Maintenance supervision and facilities inspections.
3. Transportation management and supervision.
4. Business services including purchasing.
5. Personnel matters including negotiations.
6. Auxiliary services.
7. Curriculum development and supervision and coordination of various special education programs.

Growing out of the desire to begin working on common problems the Northern Area Superintendents endorsed workshops on Child Abuse. Approximately 60 professional staff members including superintendents, principals, directors, psychologists, counselors, nurses and teachers participated in the two workshops. Copies of the Workshop Agenda are included in Appendix C. Except for the time of the personnel participating in the workshop, the cost of the sessions was less than $250. The design of the workshop focused on the use of local personnel. The term local was broadly interpreted to mean personnel in the Pittsburgh area, the Intermediate

Unit or constituent districts. Because of the success of the two workshops other kinds of programs will be developed during the 1982-83 school year which will relate specifically to concerns in the Northern Area. An intense effort will be made to identify skills of personnel in Northern Area School District that can be utilized in future workshops. Persons from local colleges and universities and various agencies will also be identified for participation in a number of programs. The model is not complicated and should be easy to implement.

It should be noted that the significant ingredient to school improvement is not the limited attention given to a significant problem or program in a brief workshop. Rather it is the sustained attention provided by knowledgeable personnel throughout the school year.

At the January 15, 1982 meeting of the committee selected to discuss the topic of Long Range Plans for School Improvement four major areas of concern were reviewed. They were (I) Curriculum and Instruction, (II) Instructional Concerns Relative to Management, (III) Management Issues, and (IV) Staff Development. (The agenda for the discussion reports is included as Appendix D.)

The above report concisely identifies many items that need to be resolved in moving to a meaningful and lasting program for school improvement. In the Spring 1982 issue of Catalyst for Change, Volume 11, No. 3, pp.11-14, Tim Roberts discusses the role of directors of special education. He stresses the responsibility and burden placed on people functioning in this area and bemoans their lack of authority. Following the enactment of P.L. 94-142 special education has experienced a marked change and persons developing and supervising such programs have greatly expanded responsibilities.

It is not the intent of this paper to explore the work in detail of any professional. However, special education, especially since P.L. 94-142, is a

classic example of an expanded function of the schools. In many cases this responsibility is being met with a reduction in personnel rather than through the addition of more skillful staff members. It is not unlike the situation which exists in many instructional areas.

As the financial situation worsens greater pressures will be exerted to drop many of the specialty positions which were created in the past five years. In such a climate instructional programs will either stagnate or drop in quality.

An alternative suggestion to eliminating highly skilled persons is to retain them in a cooperative arrangement to serve a few school districts. To have such a person serve a large number of school districts would result in an ineffective program for all districts.

School superintendents in the Northern Area were urged to explore the merits of this concept with their boards and if there is any interest a task force would be established to develop the idea in more detail. Of greatest concern in the development of cooperative ventures is the merging of local district identities. Some feel that were the concept carried too far the next step would be to merge the districts into a single school district.

A second factor deals with local pride. Many areas take great pains in attempting to prove that their district is better in almost every activity than any other district. Cooperative instructional efforts would tend to blunt such an attitude.

At the present time it appears that school officials could have two choices, i.e., continue a gradual erosion of various programs through the loss of key personnel or begin to explore ways by which certain functions can be continued and enhanced through the combining of resources and personnel. This paper suggests that many programs could be continued and made even more meaningful by combining some resources through cooperative efforts. In the Northern Area of

Allegheny County there are several programs already operating under the direction of the Northern Area Special Purposes Schools Committee which offer positive proof to such a suggestion.

APPENDIX A

(To James M. Burk paper)

TO: All Northern Area Superintendents

FROM: Jim Burk, Superintendent, Fox Chapel Area School District

SUBJECT: General Population and School Enrollments

DATE: December 17, 1981

Attached are various tables dealing with the general population and student enrollments by various groupings in the Northern Area of Allegheny County. You can see that even though some of our areas have experienced a decline in population, the regional summary shows an overall increase of about one percent.

When one examines the school enrollment data the picture is drastically different. In a period from 1980-81 to 1986-87 it is anticipated that our area will have 9,000 fewer students in school; the number from the current term to 1986-87 is about 7,450.

From a review of the school enrollment data it is apparent that in the next five years the enrollment area will lose the equivalent of one of our larger school districts. While the data are alarming there is no need to panic. However, the situation does suggest that we review with our Boards the severity of the problem and initiate a task force to study not just a single district, but the region as a whole. This task force could be assessed with the responsibility of not only confirming enrollment data, but also developing proposals for the most efficient and effective use of facilities and staff in our region. Certainly out of this study could come proposals for clusters of schools to do some things on a cooperative basis or share in the administration and supervision of certain programs.

These cooperative efforts might take place in the following areas:

1. Energy management
2. Maintenance, supervision and inspections
3. Transportation management and supervision
4. Business Services including purchasing
5. Personnel matters including negotiations
6. Auxiliary services
7. Curriculum development and supervision and coordination of various special education programs.

The list was presented merely to stimulate thinking. It is not all inclusive. However, it is my feeling that we ought to begin some serious discussions soon.

Every district submitted individual reports. It is suggested that in using this information in your school districts that those reports applying to you be included.

/sp

PERSONS BY RACE AND SPANISH ORIGIN AND HOUSING UNIT COUNTS: 1980

Place	Persons			Race					Spanish Origin	Housing Units		
	1980	1970	Percent Change 1970 to 1980	White	Black	Am. Indian Eskimo, & Aleut	Islander	Other		1980	1970	Percent Change 1970 to 1980
Pennsylvania	11,866,728	11,800,766	0.6	10,654,325	1,047,609	9,459	64,381	90,954	154,004	4,597,412	3,927,206	17.1
Allegheny County	1,450,085	1,605,133	-9.7	1,286,603	150,246	1,003	7,737	4,496	8,175	570,970	533,554	7.0
Northern Area	221,375	219,886	0.7	217,972	1,730	99	1,216	355	1,033	82,106	67,116	22.3
Avonworth	9,077	10,291	-11.8	8,844	192	5	18	18	31	3,329	3,066	8.6
Ben Avon	2,314	2,713	-14.7	2,230	63	1	9	11	11	863	908	-5.0
Ben Avon Heights	398	443	-10.2	392	2	4	-	-	5	143	145	-1.4
Emsworth	3,074	3,345	- 8.1	2,971	93	-	5	5	8	1,279	1,066	20.0
Killbuck Township	1,219	1,694	-28.0	1,186	32	-	1	-	3	321	331	-3.0
Ohio Township	2,072	2,096	- 1.1	2,065	2	-	3	2	4	723	616	17.4
Babcock	11,657	12,078	- 3.5	11,535	52	13	41	16	62	4,135	3,401	21.6
Pine Township	3,908	4,259	- 8.2	3,887	13	-	8	-	16	1,248	1,135	10.0
Richland Township	7,749	7,819	- 0.9	7,648	39	13	33	16	46	2,887	2,266	27.4
Deer Lakes	14,064	14,042	0.2	13,936	66	10	32	20	48	5,082	4,286	18.6
East Deer Township	1,658	2,081	-20.3	1,606	42	4	-	5	9	721	728	- 1.0
Frazer Township	1,509	1,887	-20.0	1,504	-	1	3	-	-	536	556	-3.6
West Deer Township	10,897	10,074	8.2	10,826	24	5	29	13	39	3,825	3,002	27.4
Fox Chapel	29,650	30,415	- 2.5	29,040	244	13	283	70	223	10,974	9,287	15.3
Aspinwall	3,284	3,541	- 7.3	3,271	1	7	3	2	9	1,530	1,306	17.2
Blawnox	1,653	1,907	-13.3	1,636	1	-	13	3	1	737	684	7.7
Fox Chapel	5,049	4,684	7.8	4,929	16	1	90	13	23	1,630	1,338	21.8
Indiana Township	6,080	5,621	8.2	5,970	80	-	16	14	17	2,034	1,606	26.7
O'Hara Township	9,233	9,209	0.3	8,938	101	4	160	30	92	3,004	2,502	20.1
Sharpsburg	4,351	5,453	-20.2	4,296	45	1	1	8	81	2,039	1,851	10.2
Hampton	14,260	12,515	13.9	14,120	73	1	48	18	42	4,874	3,423	42.4
Hampton Township	14,260	12,515	13.9	14,120	73	1	48	18	42	4,874	3,423	42.4
North Allegheny	36,243	31,591	14.7	35,634	196	9	319	85	148	12,384	8,885	39.4
Bradford Woods	1,264	970	30.3	1,263	-	-	-	1	4	419	276	51.8
Franklin Park	6,135	5,310	15.5	6,071	4	-	51	9	25	1,972	1,494	32.0
Marshall Township	2,594	2,907	-10.8	2,575	10	-	9	-	4	900	798	12.8
McCandless Township	26,250	22,404	17.2	25,725	182	9	259	75	115	9,093	6,317	43.9
Northgate	16,368	18,596	-12.0	15,957	342	17	24	28	58	7,803	7,074	10.3
Avalon	6,240	7,010	-11.0	6,058	165	5	7	5	21	2,838	2,527	12.3
Bellevue	10,128	11,586	-12.6	9,899	177	12	17	23	37	4,965	4,547	9.2
North Hills	42,750	41,204	3.8	42,003	435	10	255	47	200	16,417	12,677	29.5
Ross Township	35,102	32,892	6.7	34,394	421	8	237	42	149	13,386	9,822	36.3
West View	7,648	8,312	- 8.0	7,609	14	2	18	5	51	3,031	2,855	6.2
Shaler	47,306	49,154	- 3.8	46,903	130	21	196	53	221	17,108	15,017	13.9
Etna	4,534	5,819	-22.1	4,492	7	1	29	5	53	1,926	2,066	-6.8
Millvale	4,754	5,815	-18.2	4,736	-	8	3	4	13	2,142	2,111	1.5
Reserve Township	4,306	4,151	3.7	4,233	62	1	1	9	8	1,503	1,226	22.6
Shaler Township	33,712	33,369	1.0	33,442	61	11	163	35	147	11,537	9,614	20.0

Source: 1980 Census of Population and Housing - Advance Reports
PHC80-V-40 Pennsylvania
U. S. Department of Commerce
Bureau of The Census

BEST COPY

PAST AND PROJECTED STUDENT ENROLLMENT
BY GRADE AND YEAR FROM 1980-81 TO 1986-87

85

SCHOOL DISTRICT Northern Area Schools

Composite Summary

STUDENT ENROLLMENT							
GRADE	ACTUAL		PROJECTED (FIVE YEARS)				
	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87
K	2275	2249	2344	2315	2310	2365	2389
1	2532	2434	2260	2294	2142	2188	2230
2	2486	2441	2447	2336	2256	2164	2205
3	2785	2529	2498	2465	2239	2217	2120
4	3162	2854	2566	2616	2451	2284	2257
5	3304	3167	2870	2635	2550	2465	2300
6	3387	3297	3064	2866	2528	2503	2423
Ungraded Elem	227	216	207	199	190	183	175
7	3447	3421	3420	3261	2932	2638	2611
8	3619	3441	3319	3319	3125	2877	2601
9	3936	3687	3531	3452	3460	3226	2954
Ungraded Junior	73	65	69	68	67	62	61
10	3802	3824	3591	3439	3291	3325	3094
11	3989	3770	3761	3572	3381	3259	3295
12	3817	3869	3587	3630	3400	3237	3128
Ungraded Senior	182	186	182	179	170	167	162
Total	43023	41450	39716	38646	36492	35160	34005
Total El K-6	20158	19187	18256	17726	16666	16369	16099
Total Jr 7-9	11075	10614	10339	10100	9584	8803	8227
Total Sr 10-12	11790	11649	11121	10820	10242	9988	9679

The totals included in this table are summations of the other five tables.

PAST AND PROJECTED STUDENT ENROLLMENT
BY GRADE AND YEAR FROM 1980-81 TO 1986-87

SCHOOL DISTRICT Northern Area Schools

86

STUDENT ENROLLMENT							
GRADE	ACTUAL		PROJECTED (FIVE YEARS)				
	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87
K	1893	1857	1937	1856	1899	1949	1984
1	1895	1780	1689	1677	1593	1633	1677
2	1844	1772	1801	1710	1701	1618	1658
3	2088	1847	1820	1754	1665	1658	1568
4	2384	2111	1874	1850	1781	1691	1680
5	2538	2369	2122	1867	1847	1777	1691
6	2539	2513	2334	2129	1875	1855	1788
Ungraded Elem							
7	2713	2625	2635	2456	2233	1977	1937
8	2894	2717	2610	2538	2459	2239	1978
9	3491	3235	3076	2968	2988	2802	2554
Ungraded Junior							
10	3416	3429	3177	2989	2868	2887	2703
11	3633	3391	3365	3130	2952	2843	2858
12	3503	3526	3243	3251	3025	2851	2756
Ungraded Senior							
Total	34831	33172	31683	30175	28886	27780	26846
Total El K-6	12402	14249	13577	12843	12361	12181	12046
Total Jr 7-9	9098	8577	8321	7962	7680	7018	6489
Total Sr 10-12	10552	10346	9785	9370	8845	8581	8311

NOTE: Totals for each grade, i.e. K-6, should include students who may be in ungraded arrangement in your school district.

THIS FORM FOR: All Regular Public School Students in Your District. Projections are essential on this form only. Students enrolled in schools of your district but are the responsibility of another school district should not be included here. They should be on pink record.

PLEASE COMPLETE AND RETURN TO: Dr. James M. Burk, Fox Chapel Area School District, 611 Field Club Road, Pittsburgh, PA 15238.

BEST COPY AVAILABLE

PAST AND PROJECTED STUDENT ENROLLMENT
BY GRADE AND YEAR FROM 1980-81 TO 1986-87

SCHOOL DISTRICT Northern Area Schools

87

STUDENT ENROLLMENT							
GRADE	ACTUAL		PROJECTED (FIVE YEARS)				
	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87
K	19	17	13	13	13	15	13
1	86	93	91	83	84	80	81
2	120	117	99	96	90	86	85
3	147	139	126	108	101	91	87
4	150	158	148	135	120	113	103
5	146	147	132	127	112	96	91
6	130	157	146	130	126	111	95
Ungraded Elem	140	148	143	138	134	129	123
7	171	165	173	170	163	156	140
8	156	178	167	179	165	160	160
9	156	165	158	161	175	160	153
Ungraded Junior	54	49	51	49	47	45	45
10	103	145	138	140	136	149	136
11	81	115	156	153	150	142	158
12	74	92	101	141	137	139	133
Ungraded Senior	148	155	154	153	148	145	140
Total	1381	2040	1996	1976	1901	1817	1743
Total El K-6	938	976	898	830	780	721	678
Total Jr 7-9	537	557	549	559	550	521	498
Total Sr 10-12	406	507	549	587	571	575	567

NOTE: Totals for each grade, i.e. K-6, should include students who may be in ungraded arrangement in your school district.

THIS FORM FOR: All Students in the Public Special Education Programs, either in Your District, Allegheny Intermediate Unit Programs, or Other Intermediate Unit Programs. Provide your best estimate for 1982-83 through 1986-87.

PLEASE COMPLETE AND RETURN TO: Dr. James M. Burk, Fox Chapel Area School District, 611 Field Club Road, Pittsburgh, PA 15238.

PAST AND PROJECTED STUDENT ENROLLMENT
BY GRADE AND YEAR FROM 1980-81 TO 1986-87

SCHOOL DISTRICT Northern Area Schools

88

STUDENT ENROLLMENT							
GRADE	ACTUAL		PROJECTED (FIVE YEARS)				
	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87
K	3	1	3	2	3	3	2
1	2	3	3	4	4	4	3
2	4	3	6	4	6	4	6
3	7	6	6	8	9	7	6
4	8	9	5	5	8	7	5
5	8	9	11	8	6	9	8
6	7	9	7	9	5	4	7
Ungraded Elem	64	46	42	39	34	32	30
7	8	6	11	4	6	4	4
8	5	8	8	12	4	7	4
9	3	6	8	8	6	4	6
Ungraded Junior	9	10	12	13	14	11	10
10	9	7	6	9	10	8	5
11	10	8	7	5	8	9	7
12	6	13	6	7	11	8	10
Ungraded Senior	32	29	26	24	20	20	20
Total	185	173	169	159	154	141	133
Total El K-6	103	86	83	79	75	70	67
Total Jr 7-9	25	30	39	37	30	26	24
Total Sr 10-12	57	57	47	43	49	45	42

NOTE: Totals for each grade, i.e. K-6, should include students who may be in ungraded arrangement in your school district.

THIS FORM FOR: All Students in Approved Special Education Schools. Provide your best estimate for 1982-83 through 1986-87.

PLEASE COMPLETE AND RETURN TO: Dr. James M. Burk, Fox Chapel Area School District, 611 Field Club Road, Pittsburgh, PA 15238.

PAST AND PROJECTED STUDENT ENROLLMENT
BY GRADE AND YEAR FROM 1980-81 TO 1986-87

SCHOOL DISTRICT Northern Area Schools

STUDENT ENROLLMENT							
GRADE	ACTUAL		PROJECTED (FIVE YEARS)				
	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87
K	6	4	3	4	3	5	3
1	1	2	4	5	4	8	9
2	7	5	5	3	5	5	3
3	6	6	5	7	4	5	5
4	13	8	7	8	8	6	7
5	19	12	9	6	7	7	4
6	17	16	8	9	8	4	8
Ungraded Elem	23	22	22	22	22	22	22
7	17	19	9	10	5	7	6
8	21	16	15	10	9	7	8
9	21	6	9	16	12	10	9
Ungraded Junior	10	6	6	6	6	6	6
10	12	11	5	7	11	9	7
11	6	8	10	8	11	12	12
12	-	4	10	11	9	8	9
Ungraded Senior	2	2	2	2	2	2	2
Total	181	147	129	134	126	123	120
Total El K-6	92	75	63	64	61	62	61
Total Jr 7-9	69	47	39	42	32	30	29
Total Sr 10-12	20	25	27	28	33	31	30

NOTE: Totals for each grade, i.e. K-6, should include students who may be in ungraded arrangement in your school district.

THIS FORM FOR: To record those students who don't fit any of the other categories. These may be students from other districts or Intermediate Units who have been placed in a home or institution located in your district and are attending either a regular or special education program. Provide your best estimate for 1982-83 through 1986-87.

PLEASE COMPLETE AND RETURN TO: Dr. James M. Burk, Fox Chapel Area School District, 611 Field Club Road, Pittsburgh, PA 15238.

BEST COPY AVAILABLE

PAST AND PROJECTED STUDENT ENROLLMENT
BY GRADE AND YEAR FROM 1980-81 TO 1986-87

SCHOOL DISTRICT Northern Area Schools

90

STUDENT ENROLLMENT							
GRADE	ACTUAL		PROJECTED (FIVE YEARS)				
	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87
K	354	370	388	440	392	393	387
1	548	556	473	525	457	463	460
2	511	544	536	523	454	451	458
3	537	531	541	588	460	456	454
4	607	568	532	618	534	467	462
5	593	630	596	627	578	576	506
6	694	602	569	589	514	529	525
Ungraded Elem							
7	538	606	592	621	525	494	504
8	543	522	519	580	488	464	451
9	265	275	280	299	279	250	232
Ungraded Junior							
10	262	232	265	294	256	272	243
11	259	248	223	276	260	253	260
12	234	234	225	220	218	231	226
Ungraded Senior							
Total	5945	5918	5739	6200	5425	5299	5163
Total El K-6	3844	3801	3635	3910	3389	3335	3247
Total Jr 7-9	1346	1403	1391	1500	1292	1208	1187
Total Sr 10-12	755	714	713	790	744	756	729

NOTE: Totals for each grade, i.e. K-6, should include students who may be in ungraded arrangement in your school district.

THIS FORM FOR: All Regular Students in Private and Parochial Schools in our out of Allegheny County. Provide your best estimate for 1982-83 through 1986-87. Students who are enrolled in the schools of your district but are the responsibility of another school district should not be included here. They should be on pink record.

PLEASE COMPLETE AND RETURN TO: Dr. James M. Burk, Fox Chapel Area School District, 611 Field Club Road, Pittsburgh, PA 15238.

BEST COPY AVAILABLE

APPENDIX B

A FIVE-YEAR SUMMARY

OF

SCHOOL DISTRICTS' MANAGEMENT DATA

FROM

July 1, 1976 through June 30, 1981

Surveyed and Compiled

by

The Allegheny Intermediate Unit

Dr. Harold E. Oyer, *Executive Director*
Dr. W. Wayne Brandon, *Associate Executive Director*
Dr. Edgar A. Holtz, *Associate Executive Director*

THIS REPORT WAS AMENDED TO PROVIDE
SEPARATE DATA FOR THE NINE SCHOOL DISTRICTS
IN THE NORTHERN AREA OF ALLEGHENY COUNTY

April 22, 1982

SPECIAL NOTE

The original document was prepared under the supervision of Dr. Wayne Brandon, Assistant Executive Director of the Allegheny Intermediate Unit. Dr. Brandon also provided the separate date for the nine districts in the Northern Area of Allegheny County. The data and some additional interpretation comments were added to the report subsequently by Dr. James M. Burk, Superintendent of the Fox Chapel Area School District.

ALLEGHENY INTERMEDIATE UNIT

Suite 1300 · Two Allegheny Center · Pittsburgh, PA 15212
(Area Code 412) 323-5704

MANAGEMENT AND PLANNING SERVICES

TO: Superintendents in the Allegheny Intermediate Unit and School Officials in the Northern Area of Allegheny County

FROM: W. Wayne Brandon

SUBJECT: District Data Base

The Superintendents' Executive Committee proposed at its April meeting of 1981 that certain important aspects of school management for all districts in the Allegheny Intermediate Unit be compiled into a single report document.

Twenty management change factors, which were not readily available through current intermediate unit data, the PDE or elsewhere, were identified as having significant impact on school districts' decisions.

The information from the survey is intended to help districts in:

(1) Comparing individual district data with the averages, ranges, or aggrepate data from the total districts.

(2) Revealing the extent of work stoppages and litigation evolving from negotiated contracts.

(3) Finding how extensively dismissal and due process hearings are used.

(4) Noting factors such as unfunded borrowing, delinquent tax filings, changes in board composition, and reductions in staff which might be reaching critical levels.

(5) Addressing the critics who contend that the schools have failed to respond to enroll decline through reducing staff and closing buildings.

(6) Gaining insight for future decisions by observing current trends.

This report, coupled with the Fact Sheets, could serve as the basis for a broader proposal for effective educational planning, which would assist educational leaders in making informed judgments and decisions about the major issues affecting schools and their communities.

The information was collected over the summer and into the fall of 1981, and contains data beginning July 1, 1976 through June 30, 1981. Unfortunately, not all districts responded (39 of 46), and a few of the returns had questions omitted or answers that indicated the question had been misunderstood. Most of the misunderstandings were corrected by a telephone call or by a photocopy being sent to the district of the data in question.

Some of the findings are highlighted as follows:

....Length of tenure of superintendents in Allegheny County averages five years--somewhat longer than various averages (2 - 4 years) reported nationally. Northern Area 5.44.

....Experience of Board members avergaes six years with most boards having two men for each woman in membership. Meetings averaged almost four per month. Northern Area 5.06.

....Work stoppages occurred in all types of employee bargaining units during the five year period of the survey. While many districts were spared strike actions, virtually all experienced contract disputes or other litigation. In the Northern Area there was only one strike involving all classifications of employees; that was a teacher strike in the 1977-78 school year.

....Districts in the Allegheny Intermediate Unit responded to enrollment decline with staff reductions in all employee categories. "R.I.F.ing", when compared to normal levels, has impacted primarily on support personnel (aides, clerical, custodians, etc.) Even so, over 1,200 professional positions and over 300 classified positions have been eliminated in the five year span of the survey.

....Enrollments have declined steadily over the past five years--staff/pupil ratio has also declined.

....Enrollment decline has resulted in (59) school buildings being closed with savings estimated at over 1.9 million dollars annually. Ten of the buildings were located in the Northern Area of Allegheny County with an estimated annual savings of $261,000.

....Borrowing for investment purposes has been a slowly growing trend with about a third of the districts expecting to use this revenue producing program this year.

....More districts are filing more delinquent tax claims for more dollars each year.

....Administrative staff cuts have been heavy in most districts in recent years. Any positions added are for mandated programs, yet each year more than twice as many positions were eliminated as were added.

(continued)

We would be remiss if we did not thank all the administrative staff members from the districts listed on the last page who worked so diligently to provide this information. Further, special thanks go to Dr. Norman Green and Ellen Brondfield for their compiling the data, and also to Norm for most of the report format.

This document could be the beginning rather than the conclusion. If it has merit, there are two obvious and valuable additions that can be attempted; the first would be to extend it each year, and the second would be to appeal once again to the seven districts whose data is not included.

WWB/lak
2/11/82

Amended
4/12/82

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA

AND

MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

		Number of Districts	Range	Mean
1.	Years superintendent has served in current district (as of 6/30/81).	38	0-23	5.70
N.A.	Years superintendent has served in current district (as of 6/30/81).	9	1-13	5.44

A.U. Tenure of superintendents in their current jobs ranged from less than half a year to 23 years. As of June 30, 1981, the average tenure of superintendents in the 38 districts reporting was 5.7 years.

N.A. Tenure of superintendents in their current jobs ranged from one year to 13 years. As of June 30, 1981, the average tenure of superintendents in the 9 districts reporting was 5.44 years.

		Number of Districts	Range	Mean
2.	Average experience of current Board Members (as of 6/30/81).	36	3-10.4	6.41
N.A.	Average experience of current Board Members (as of 6/30/81).	7	3.0-8.0	5.06

A.U. Board members, on the whole, are well seasoned. Of 36 districts responding to question #2, the average board member had been serving more than 6 years as of 6/30/81.

N.A. Board members, on the whole, do not have long tenure. Of 7 districts responding to question #2, the average board member had been serving less than 6 years as of 6/30/81.

		Number of Districts	Range		Mean
3.	Current Board Members by sex	39	M-F 9-0	M-F 3-6	M-F 6-3
N.A.	Current Board Members by sex	9	M-F 8-1	M-F 5-4	M-F 6-3

A.U. Males continue to maintain numerical dominance in most of the 39 districts responding. The average Board make-up shows 6 men and 3 women.

N.A. Males continue to maintain numerical dominance in most of the 9 districts responding. The average Board make-up shows 6 men and 3 women.

97

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

3. (Continued) School Board Configuration by Male and Female

Male		Female		Number	
A.U.	N.A.	A.U.	N.A.	A.U.	N.A.
9		0		1	-
8	8	1	1	9	1
7	7	2	2	11	3
6	6	3	3	10	2
5	5	4	4	5	3
4		5		2	-
3		6		1	-
				39	9

		Number of Districts	Range	Mean
4.	Average number of Board Meetings per month	37	1.12-12	3.65
N.A.		8	2 - 6	3.5

A.U. Board meetings are numerous and frequent in most of the 37 districts responding to this question. The data suggests that some respondents considered any and all meetings of board members, i.e. public, committee of the whole, special committees, etc., as reportable while others counted only the public meetings or called business meetings. The range of "meetings per month" was reported as 1 to 12. Even so, the average reported almost 4 per month.

N.A. Board meetings are numerous and frequent in most of the 8 districts responding to this question. The data suggests that some respondents considered any and all meetings of board members, i.e. public, committee of the whole, special committees, etc., as reportable while others counted only the public meetings or called business meetings. The range of "meetings per month" was reported as 2 to 6. Even so, the average reported 3.5 meetings per month.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICT

5. District Work Stoppages

Incidence by Group

A. Number of Districts
B. Duration of Days - Range
C. Duration of Days - Average
D. Total Days - All Districts Reporting

	1976-1977				1977-1978				1978-1979				1979-1980				1980-1981				Total
	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D	Days
Teachers A.U.	5	1-37	15.2	76	4	5-21	13.75	55	2	16-19	17.5	35	3	1-35	24	72	6	2-40	14.6	88	326
N.A.	0	0	0	0	1	17	17	17	0	0	0	0	0	0	0	0	0	0	0	0	17
Clerical A.U.	-	-	-	-	1	4	4	4	1	40	40	40	-	-	-	-	1	32	32	32	76
N.A.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Aides A.U.	-	-	-	-	-	-	-	-	1	40	40	40	-	-	-	-	1	32	32	32	72
N.A.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Custodians	1	28	28	28	-	-	-	-	1	18	18	18	-	-	-	-	1	32	32	32	78
N.A.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Maintenance	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	32	32	32	60
N.A.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Bus Drivers	-	-	-	-	-	-	-	-	-	-	-	-	1	30	30	30	-	-	-	-	30
N.A.	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

A.U. Work stoppages over a five year period among the 39 districts reporting reflects labor/management problems in every employee category. Table #5 shows distribution of incidence of work stoppages from 1976-77 to 1980-81. Data reflect employee days lost but not necessarily pupil days lost. Further, the data show duration of strike, not net number of days employees may have been "docked."

N.A. Only one work stoppage occurred in the Northern Area over the five year period, 1976-77 to 1980-81; that was a teacher strike that lasted for 17 days.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICT

6. Contract Disputes and Legal Action

Incidence by Type

A. No. of Districts Reporting Actions
B. Total Number of Actions
C. Range
D. Average

	1976-1977				1977-1978				1978-1979				1979-1980				1980-1981				
	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D	TOTAL
PLRB	5	7	1	1	3	3	1	1	4	5	1-2	1.25	6	8	1-3	1.33	14	22	1-3	1.57	45
N.A.	1	1	-	1	1	1	-	-	-	-	-	-	1	1	-	1	3	4	1-2	1.3	7
Grievances	16	102	1-29	6.38	23	100	1-25	4.35	23	83	1-16	3.61	28	151	1-18	5.39	34	183	1-37	5.38	619
N.A.	2	30	1-29	15	4	34	1-25	8.5	3	9	1-6	2.0	5	21	1-13	4.3	7	52	1-37	7.4	146
Arbitrations	8	16	1-5	2.0	9	14	1-3	1.62	12	18	1-3	1.5	17	29	1-3	1.71	24	41	1-5	1.64	118
N.A.	1	3	3	3	2	4	1-3	2	1	1	-	1	2	2	-	1	6	10	1-2	1.7	20
Local Agency Hearings	3	7	1-5	2.3	2	6	1-5	2.5	4	8	1-3	2	6	7	1-2	1.17	8	8	1	1	36
N.A.	1	1	-	1	1	1	-	1	2	3	1-2	1.5	2	3	1-2	1.5	3	3	-	1	11
ECP Due Process	1	-	-	-	4	-	-	-	5	-	-	-	2	-	-	-	3	-	-	-	18*
N.A.	-	-	-	-	1	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-	1
Other Litigation	7	9	1-2	1.29	5	5	1	1	6	8	1-2	1.33	11	21	1-4	1.91	12	29	1-6	2.42	72
N.A.	-	-	-	-	1	1	-	-	-	-	-	-	2	2	-	1	1	1	-	1	3
Dismissal Hearings	2	2	1	1	2	3	1-2	1.5	3	3	1	1	2	3	1-2	1.5	6	11	1-4	1.83	21
N.A.	-	-	-	-	1	1	-	1	2	2	-	1	1	1	-	1	1	1	-	1	5

A.U. Grievances were shown to be not only the most numerous of contract disputes for the 39 districts reporting, but also afflicting an ever increasing number of districts. Arbitrations showed a similar pattern of growth during the five year period.

N.A. Grievances were shown to be not only the most numerous of contract disputes for the 9 districts reporting, but also afflicting an ever increasing number of districts. Arbitration showed a similar pattern of growth during the five year period. As staff reductions continue more emphasis will be given to local agency hearings.

*Data reported on ECP Due Process actions were misinterpreted and the total of 18 is an estimate.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

7. Reduction of Positions

A. Number of Districts with Reductions
B. Number of Positions Eliminated

	1976-1977		1977-1978		1978-1979		1979-1980		1980-1981		Position Reduction Totals
	A	B	A	B	A	B	A	B	A	B	
Teachers Elementary	17	118.1	16	89.6	22	132.2	23	101.6	28	143.7	585.2
N.A.	6	26.6	5	17.1	4	17.2	6	23.4	7	31.3	115.6
Teachers Secondary	15	76.5	21	79.5	19	94.5	28	97.9	28	132	480.4
N.A.	6	10.0	5	11.7	2	19.5	5	13.5	4	23.5	78.2
Classified Aides	6	46	6	21	7	22.7	10	30	10	46	165.7
N.A.	1	7	2	12	3	2.7	3	15	6	37	73.7
Nurses	4	4	8	8	1	1	2	2	7	5.6	20.6
N.A.	2	2	2	2	-	-	1	1	2	1.1	6.1
Guidance Counselors	3	4	2	1.5	5	6	3	4	5	6	21.5
N.A.	1	1	1	1	1	1	-	-	1	1	4.0
Administrators	9	13.1	6	13.4	11	12.5	11	16	9	11.17	66.17
N.A.	2	1.1	2	2.4	3	2.5	1	2	1	1	9.0
Other Professionals	6	8	5	9	4	8	5	7.75	7	14	46.75
N.A.	1	1	1	1	-	-	-	-	1	0.5	2.5
Classified Custodians	10	39.5	12	33	9	25	12	34	13	37	168.50
N.A.	2	3	3	8	1	1	2	5	3	15	32.0
Classified Maintenance	1	1	1	3	3	5	5	6	3	4	19.0
N.A.	-	-	-	-	-	-	2	2	-	-	2.0
Classified Other	9	31	10	30	11	39	13	46	8	20	166.0
N.A.	5	9.5	2	2	2	5	3	8	2	3	27.5
Total A.U.											1739.48
Total N.A.											350.60

Reductions in staff have occurred in all of the categories, both professional and classified in generally increasing numbers over the five-year period surveyed. As might be expected, the greatest numbers are in elementary staffs, with reductions in secondary positions following close behind. Custodial positions have also been dramatically reduced. Aides of various kinds coupled with classified "others" show the greatest reduction in relation to their original numbers.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

8. Increase in Positions

A. Number of Districts with Additions
B. Number of Positions Added

	1976-1977		1977-1978		1978-1979		1979-1980		1980-1981		
	A	B	A	B	A	B	A	B	A	B	TOTAL
Teachers Elementary	3	5.5	5	14.5	5	11.5	5	9.0	6	11.5	52.0
N.A.	-	-	1	0.5	3	7	3	2.5	-	-	10.0
Teachers Secondary	6	7.5	8	17	8	37	9	11	5	6.1	78.6
N.A.	1	1	2	2.5	3	13	3	3.5	2	3.5	23.5
Administrators	0	0	3	3	7	10	6	6	2	1.5	19.5
N.A.	-	-	1	1	3	5	4	4	-	-	10.0
Other Professionals	2	1.5	6	15.5	5	7	8	15	6	15	54.0
N.A.	-	-	1	1.0	3	5	5	6.5	2	5	17.5
Classified Aides	5	9	8	18.5	3	5	3	3	3	8	43.5
N.A.	3	6	3	12	1	2	3	3	-	-	23.0
Classified Clerical	0	0	3	3	6	8.95	6	11.6	7	11	40.55
N.A.	-	-	1	1	4	6.95	1	3	3	4	14.95
Classified Other	1	2.5	9	31	6	13	6	22.5	5	22.5	91.5
N.A.	-	-	4	16	1	6	2	9	2	8	39.0
Total A.U.											379.65
Total N.A.											137.95

As might be expected, relatively few positions have been added during the five-year survey period. The data revealed that additions to staff related in most cases to new or revised programs; and in almost no instances seemed associated with enrollment increases. Some arbitrary judgment was applied in cases where staff changes appeared to result simply from title or job switching.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

9a. Aggregate Staff of Districts Reporting

	1976-1977		1977-1978		1978-1979		1979-1980		1980-1981	
	N		N		N		N		N	
All Professional	35	8,602	35	8,399	36	8,693	37	8,813	38	8,751
N.A.	9	2,417.7	9	2,389.3	9	2,386.6	9	2,346.7	9	2,350.7
All Classified	33	3,778	33	3,752	34	3,850	36	4,082	37	4,070
N.A.	9	1,179	9	1,187	9	1,180.25	9	1,174.25	9	1,151.25

Aggregate staff of districts in the survey was not always reported for all districts for each year. Thus, the numbers for aggregate staff shown in Table 9a. should be viewed in light of the number of districts shown to be reporting.

9b. Aggregate enrollment of Districts Responding by Years - N=39

	AIU ADM. Fact Sheet				DEAS 1059
	1976-77	1977-78	1978-79	1979-80	1980-81
Enrollment (All Districts)	179,276	171,293	161,571	152,908	145,182
N.A.	43,577	41,548	39,218	37,342	35,299

A.U. As expected, the aggregate enrollment of the 39 districts has dropped significantly over the five-year period. Enrollment data for prior years was not requested on the survey form, but is included here using the AIU data sources.

N.A. As expected, the aggregate enrollment of the 9 districts has dropped significantly over the five-year period. Enrollment data for prior years was not requested on the survey form, but is included here using the AIU data sources.

10. Total Professional Staff/Pupil Ratio of Districts Responding

	1976-1977		1977-1978		1978-1979		1979-1980		1980-1981	
Professional Staff to Pupils	N 33	17.86	N 34	17.53	N 34	17.21	N 35	16.55	N 36	16.44
N.A.	9	18.03	9	17.39	9	16.44	9	15.92	9	15.02
Range of Staff to Pupil Ratio	11.4 to 21.7		13.5 to 20.9		12.1 to 20.3		12.0 to 20.1		13.5 to 23	
N.A.	14.9 to 20.0		14.8 to 20.0		14.6 to 18.0		13.4 to 18.0		12.7 to 17.1	

A consistent drop in professional staff-pupil ratio is reported for the five-year period. Even though several districts chose not to report these data, it may be assumed that the trend would be similar for all Intermediate Unit districts as a whole.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

11. Buildings Closed

	1976-1977		1977-1978		1978-1979		1979-1980		1980-1981	
	Dist.	Bldgs.	Dist.	Bldgs.	Dist.	Bldgs.	Dist.	Bldgs.	Dist.	Bldgs.
Elementary	5	10	8	8	8	13	7	9	9	13
N.A.		2		3				2		2
Middle	1	1	0	0	1	1	0	0	0	0
Junior High	1	1	0	0	0	0	2	2	0	0
N.A.		1								
High School	0	0	0	0	0	0	0	0	1	1
Totals Per Year	7	12	8	8	9	14	9	11	10	14
N.A.	0	3	0	3	0	0	0	2	0	2

NOTE: Steel Valley closed Sr. High. (11-12) & Intermediate Sch. (9-10) for New four year school (9-12).

Although many districts reported no school closings during the five-year period, it is apparent that many buildings have, in fact, been closed. Totals for the five-year period indicate that 59 buildings throughout the Intermediate Unit have been closed with several projected to be closed in the near future. Ten of these were in the Northern Area (9 elementary buildings and one junior high)

12. Estimated Operational Savings (Non Cumulative and Minus Personnel Costs)

	No. of Districts		Amount	
	A.U.	N.A.	A.U.	N.A.
Elementary	20	4	$1,297,300	$211,000
Middle	1		38,000	
Junior High	2	1	45,000	50,000
High School	2		135,000	
TOTAL			$1,915,800	$261,000

13. Buildings Recommended for Closing - Recommendation Not Carried Out

	1976-77 through 1980-81			
	No. of Districts		No. of Bldgs.	
	A.U.	N.A.	A.U.	N.A.
Elementary	5	3	7	5
Middle	0	0	0	0
Junior High	0	0	0	0
High School	0	0	0	0

Three of the 39 districts surveyed reported that recommendations had been made to close buildings. The recommendations for closing a total of seven buildings were not carried out by the end of the 1980-81 school term.

104

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

14. Temporary Loans on Anticipated Receipts

	1976-1977	1977-1978	1978-1979	1979-1980	1980-1981
Number of Districts	8	8	10	9	12
N.A.	3	3	4	4	4
Average Amount	1,066,561	1,113,624	1,224,049	1,403,555	1,334,875
N.A.	750,000	750,000	988,250	1,178,750	1,302,500
Aggregate Amount	8,532,490	8,908,992	12,240,494	12,631,996	16,018,498
N.A.	2,250,000	2,250,000	3,865,000	4,715,000	5,210,000

Both the number of districts borrowing on anticipated receipts and the average amount borrowed have shown an upward trend over the five-year period surveyed. Still the total number of districts taking advantage of such temporary loans represents fewer than half of the 39 districts surveyed or fewer than half of the districts in the Northern Area.

15. Unfunded "Floating" Debts as Approved by the Court

	1976-1977	1977-1978	1978-1979	1979-1980	1980-1981
Number of Districts	1	3	3	6	5
N.A.	0	0	0	0	1
Average Amount	250,000	301,666	196,667	544,277	719,333
N.A.	0	0	0	0	1,100,000
Aggregate Amount	250,000	905,000	590,000	3,265,667	3,596,667
N.A.	0	0	0	0	1,100,000

The growth of unfunded debts, while reported by very few districts, has grown each year with a dramatic increase reported for the past two years.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA FOR NORTHERN AREA SCHOOL DISTRICTS

16. Type of Capital Outlay Being Considered

	A.U.	N.A.
General Obligation	16	4
Local Authority	7	2
State Authority	1	0
Capital Improvement & Equipment Loan	1	0
Other	1	0
Undecided	0	1

Bonds for capital outlay being considered appeared to be predominantly general obligation. The large majority of districts, however, reported no plans for capital outlay borrowing.

17. Delinquent Property Tax Filed - Aggregate Dollar Amount

A. Number of Districts
B. Aggregate

1976-1977		1977-1978		1978-1979		1979-1980		1980-1981	
A	B	A	B	A	B	A	B	A	B
33	5,646,418	33	6,425,588	33	6,584,870	34	7,157,643	34	7,277,226
9	1,207,482	9	1,405,629	9	1,542,615	9	1,513,758	9	1,653,088

Most districts reported significant amounts in delinquent property tax filed. While the trend is not dramatic, the aggregate amount of delinquent taxes has been growing over the five-year period.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

18. Enrollments Projected by Responding Districts (Aggregate)

A. Number of Responding Districts
B. Total Number of Students

	1981-1982		1982-1983		1983-1984		1984-1985		1985-1986	
	A	B	A	B	A	B	A	B	A	B
Elementary	39	59,561	39	54,304	37	49,731	37	48,448	35	43,470
N.A.	9	13,887	9	13,317	9	12,689	9	12,272	9	12,125
Secondary	38	78,675	37	72,536	35	66,852	35	63,557	33	56,762
N.A.	9	19,830	9	18,775	9	18,125	9	17,280	9	16,250
All Other	9	582	9	560	9	521	9	513	9	504
Total		138,674		127,215		116,830		112,460		101,515
N.A.	9	33,717	9	32,092	9	30,814	9	29,552	9	28,375

Enrollments are projected to continue their decline over the five-year period, 1981 through 1982. Total number of students projected in Table #18 must be viewed in the light of number of districts reporting. As with other aggregate data in the survey, some districts chose not to respond with estimates.

19. Trends in Grade Organization Patterns in Responding Districts - N = 37

	1976-77	1977-78	1978-79	1979-80	1980-81
K - 6 - 3 - 3	12	12	11	11	8
N.A.	4	4	4	3	2
K - 6 - 2 - 4	8	9	8	7	8
N.A.	2	2	2	2	2
K - 5 - 2 - 2 - 3					1
K - 6 - 3 - 3 - 3	4	4	4	5	5
N.A.				1	1
K - 6 - 6	3	2	3	3	3
K - 4 - 4 - 4	2	3	3	3	3
K - 5 - 3 - 4	4	4	4	5	7
N.A.	2	2	2	2	3
K - 5 - 3 - 2 - 2	2	2	3	1	1
N.A.	1	1	1	1	1
K - 6 - 2 - 1 - 3	1				
K - 5 - 3 - 1 - 3	1	1	1	2	1

The most prevalent grade organization pattern has been the K - 6 - 3 - 3. However, the K - 6 - 2 - 4 has the same number of districts as the K - 6 - 3 - 3 pattern in 1981. The organizational pattern with the most rapid rate of increase is the K - 5 - 3 - 4.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

20. Administrative Staffing Trends
R = Reductions
A = Additions

	1976-77		1977-78		1978-79		1979-80		1980-81	
	R	A	R	A	R	A	R	A	R	A
Adm. Ass't.			1		1	2			2	1
Ass't to Supt.		3	1							
Ass't. Prin. - Non-Specific					1				2	
Ass't. Prin. - Elem.					1				1	
Ass't. Prin. - Middle/Jr H.S.		1	1							
Ass't. Prin. - High School						1	2		1	1
Ass't. Supt. - Non-Specific	2				2		2	1	2	
N.A.							2		1	
Ass't. Supt. - Adm. Serv.								1		
Ass't. (Vice) Acting Vice Prin.			1							
Coord. - Audio Visual	2									
Coord. - Curriculum	1				1		1		1	
Coord. - Gifted						1				
N.A.						1				
Coord. - Practical Arts									1	
Coord. - Programs 11 & 12								1		
N.A.								1		
Coord. - Reading								1		
N.A.								1		
Coord. - Special Services							1		1	
Dir. - Athletic		1								
Dir. - Auxiliary Serv.									1	
Dir. - Cafeteria/Food Serv.	1		1							
Dir. - Elementary Ed.	1					2			1	
N.A.						1			1	

BEST COPY AVAILABLE

ALLEGIENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

20. Administrative Staffing Trends, (cont'd.)

R = Reductions
A = Additions

	1976-77		1977-78		1978-79		1979-80		1980-81	
	R	A	R	A	R	A	R	A	R	A
Dir. - Secondary Ed.	2					2	1	2	2	
N.A.	1					1			1	
Dir./Supv. - Curr. & Instr.						2		1		
Dir. - Operations									1	
Dir. - Personnel/Pup.Pers.		1							1	1
N.A.		1								
Dir. - School/Comm.Relations					1					
Dir. - Special Project										1
Dir./Mgr. - Transportation							1			1
Principal - Elementary	1		5		5		2			
N.A.			1							
Principal - Middle/Jr.H.S.								1		1
Principal - High School					1		4	1	1.17	
N.A.							2	1		
Prog. Specialist - Comm.										1
Prog. Specialist - English			1							
Prog. Specialist - Health Serv.					1					
Prog. Specialist - Reading			1							
Prog. Specialist - S.Studies			1							
Supv. - Elementary	1				1		1		1	
Supv. - Pupil Personnel						1				
Supv. - Pupil Services			1							

ALLEGIENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

20. Administrative Staffing Trends, (cont'd.)

R = Reductions
A = Additions

	1976-77		1977-78		1978-79		1979-80		1980-81	
	R	A	R	A	R	A	R	A	R	A
Counselor - Elementary				1		1				
Liaison Teachers								2		
N.A.								2		
Psychologists				1						
N.A.				1						
Plant/Program Manager					1					1
Business Mgr./Specialist						1	1		1	
N.A.						1				
TOTALS	11	6	14	2	16	13	14	11	20.17	8
N.A.	1	1	1	1	0	4	4	5	3	0

Table #20 reflects the wide variety of titles used for administrative positions in the districts responding and how broadly administrators, supervisors, and directors have been affected by administrative reorganization. In several enstances where positions were reported as eliminated-added, the appearance of simple title changes suggested that there had not been a change in personnel. The data clearly indicates tha the number of positions eleiminated is about double the number added, suggesting that even though programs have been added in the schools, administrative staffs have been substantially reduced overall.

ALLEGHENY INTERMEDIATE UNIT DISTRICT MANAGEMENT DATA
AND
MANAGEMENT DATA OF NORTHERN AREA SCHOOL DISTRICTS

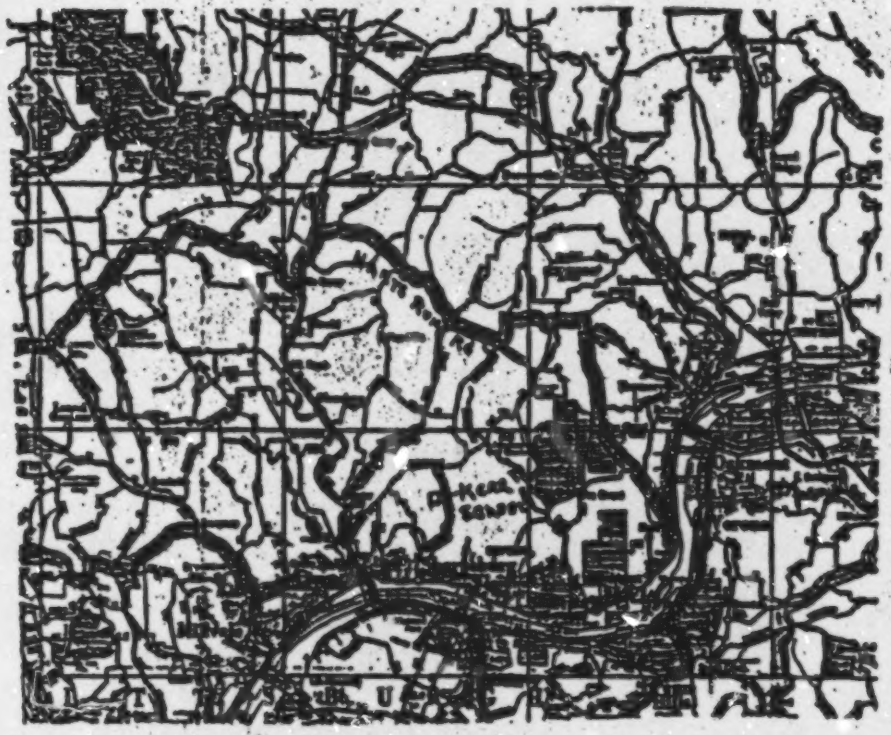
Participating School Districts

Allegheny Valley
Avonworth
Babcock
Baldwin-Whitehall
Bethel Park
Brentwood
Carlynton
Chartiers Valley
Clairton
Deer Lakes
Duquesne
Elizabeth Forward
Fox Chapel
Gateway
Hampton
Highlands
Keystone Oaks
McKeesport
Montour
Moon
Mt. Lebanon
North Allegheny
Northgate
North Hills
Penn Hills
Plum
Quaker Valley
Riverview
Shaler
South Allegheny
South Fayette
South Park
Steel Valley
Sto-Rox
Turtle Creek
Upper St. Clair
West Allegheny
West Jefferson Hills
West Mifflin

APPENDIX C

FOX CHAPEL AREA SCHOOL DISTRICT

Locator Map



Directions to Kerr Elementary

I. Via Rt 8
   1. South on Rt 8 to Harts Run Road - turn left
   2. Harts Run Road to Dorseyville Road - turn right
   3. Dorseyville Road to Sharpsburg-Kittanning Road - turn left
   4. Kerr School is on West Side of Sharpsburg-Kittanning Road

II. Also via Rt 8
   1. South on Rt 8 to Kittanning Street which becomes Dorseyville Road - turn left
   2. Kittanning Street-Dorseyville Road to Kittanning Road - turn right
   3. Kerr School is on West Side of Sharpsburg-Kittanning Road

III. Via Rt 19
   1. South on Rt 19 to Rt 28
   2. Rt 28 to Sharpsburg - get off By-Pass at Sharpsburg Exit and proceed through Sharpsburg via Rt 28, Freeport Road, to 16th Street - turn left
   3. At intersection of 16th Street and Sharpsburg-Kittanning Road - turn right
   4. Kerr School is on West Side of Sharpsburg-Kittanning Road

CHILD ABUSE

SEXUAL
PHYSICAL
PSYCHOLOGICAL

NORTHERN AREA WORKSHOP
KERR ELEMENTARY SCHOOL
FOX CHAPEL AREA SCHOOL DISTRICT
FEBRUARY 17, 1982
9:00 - 3:15

BEST COPY

PROGRAM

8:15	Registration and Coffee	
9:00	Welcome	Dr. James M. Burk Superintendent Fox Chapel Area School District
	Introductions	Mrs. Katherine R. Thomas Supervisor of Pupil Services Fox Chapel Area School District
9:30	Keynote Speaker Child Abuse in Western Pennsylvania	The Honorable Patrick Tamilia Judge, Court of Common Pleas
10:30	Legal Ramifications for School Personnel	J. Richard Lauver, Esq. Kirkpatrick, Lockhart, Johnson & Hutchison
11:15	Service Follow-through	Ms. Karen Hudock Children and Youth Services
11:45	Morning Wrap-up and Evaluation Afternoon Overview	Dr. Innocenzio Grignano Allegheny Intermediate Unit
12:30	Lunch	

Small Group Sessions (Choose Two)

1:15 2:00	1. Treatment Issues	Ms. Mary Pat Donegan Karma House
	2. Film and Discussion	Ms. Nancy Mramor Psychologist Northgate School Dist.
	3. Parental Rights/Child Rights	Ms. Carol McCarthy Supervising Attorney Child Advocacy Unit of Neighborhood Legal Services
	4. Families in Transition	Ms. Carol Smith Parents Anonymous
2:45	Wrap-up	Dr. James Manley Ass't. Superintendent Northgate School Dist. and Mrs. Katherine R. Thomas
3:15	Adjournment	

This workshop is a cooperative effort of three organizations...
Allegheny Intermediate Unit
Northern Area Superintendents' Association
Northern Area Administrators for Pupil Personnel Services

BEST COPY

AGENDA

Child Abuse - Seminar II

LaRoche College Science Center

May 5, 1982

9:00 - 9:30	Registration and Idea Sheet
9:30 - 11:00	SCAN Team Meeting
11:00 - 11:45	Questions
12:00 - 12:45	Lunch
1:00 - 1:45	Group Simulation
2:00 - 2:45	Cross-group Simulation
2:45 - 3:00	Discussion of Development of Northern Area Child Study Team
3:00 - 3:15	Future Workshop Planning

SCAN Team included Staff Members from Children's Hospital:

1. Dr. Sue Nathan, Child Psychologist
2. Dr. Jack Reinhart, Psychiatrist
3. Dr. Myra Lipes, Pediatrics
4. Mr. Richard Wheland, Social Services
5. Ms. Sue Hughes, Social Worker
6. Ms. Karen Hudock, Children and Youth Services
7. Ms. Harriet Bennett, SCAN Coordinator - Parental Stress Center

All other sessions were conducted by personnel from the Intermediate Unit, Regional Education Support Center-North, or Districts included in the Northern Area.

APPENDIX D

Major Discussion Points
January 13, 1982

I. Curriculum and Instruction

1. Concern with emphasis on Curriculum--leads to concentration on planned course development--instructional implications of secondary importance.

2. Emphasis on prioritizing of EQA data etc.--forces concentration on raising percentiles rather than examining deeper problems.

3. Improvement of instruction rarely established as a priority goal.

4. Instructional area difficult since it involves personal competence. Need for trained staff to be involved in instructional leadership.

5. Technical assistants often caught between curriculum and instructional issues.

6. Lack of clear process for integrating five areas of LRPSI. Tendency to see the five sections as separate chunks of the final report. Management needs help in seeing program as integrated unit.

7. Lack of expertice in administrative staff and technical assistance personnel for dealing with implicitly massive task of instructional analysis and examination.

Recommendations

A. Heavier emphasis on needs assessment:

- More in-depth analysis of testing results.
- Identification of major problem areas (narrowing of task (public opinion approach).
- Conc[illegible]-based identification of problem areas.

B. Technical assistants identify and clarify possible forms of assistance in instructional as well as curricular assistance.

C. Preparation of current supervisors and management in instructional supervision as separate from evaluation.

Evaluation needed in areas of person, process, product.

D. Climates need to be established which encourage growth rather than search for security.

E. Effect of personnel cut-backs on supervision and instructional leadership must be recognized and planned for.

BEST COPY

F. Effect of cutbacks in higher education tends to cut service personnel first.

G. The implications of LRPSI are very time consuming. Issues of time must be considered and responded to.

II. Instructional Concerns Relative to Management

1. Planning to raise district levels of awareness regarding importance of instructional issues.

2. Redistribution of knowledge from districts who do focus on instruction.

3. Monitoring system including questions leading toward consideration of instruction issues.

4. Establishment of area cells for cooperative efforts in instructional issues.

5. Need to examine goals, desired outcomes, underlying assumptions, reasonable alternatives.

6. Need to examine new partnerships of administrators, IU and IU personnel to put in major efforts at addressing instructional processes and problems.

7. Identification of responsibility for faculty improvement.

8. Continuity and nature of technical assistance--partnership role--how can impact be magnified; and adequate numbers of technical assistants be trained and supported.

9. Establishing of credibility of external assistants is a critical concern.

10. School boards change rapidly and long-term efforts are subject to whims.

11. Superintendents are in political positions which are not supportive of major change efforts.

12. Teachers need to be recognized and rewarded for meritorious efforts.

13. Middle management lacks job security.

14. There is already a plathora of tasks to be accomplished by all levels of school personnel.

Recommendations

A. Cooperative networks between districts to cut costs.

B. Realistic assessment of goals, assumptions, resources.

C. Strengthening of technical assistance services.

BEST COPY

D. Partnerships with new conceptualizations--broader scope--greater impact.

E. Joint IHE, LEA, IU appointments.

III. Management Issues

Note: Some of the previous issues are related to management as well as instruction and curriculum.

1. Is current elementary/secondary certification policy appropriately given changes in principal role?

2. It is possible for district to adopt PDE 12 goals in lieu of establishing own goals. What are the implications of this for long range planning and the technical assistants?

3. Section II does not necessarily interface with other sections. (This might well be said of other sections also.) The role of the technical assistant could be critical in leading beyond the minimal use of this section.

4. The technical assistant is in a never-never land. They are to act as agents of state and district and yet are often expected to exert influence. They are operating from an essentially powerless base.

5. Need for PDE to orchestrate a process which allows for districts to see the larger picture and their relationship to it.

6. How can technical assistants be helped in seeing and contributing to continuity of the plan?

7. The issue of registration and implicit approval needs major consideration.

8. The emphasis on test scores, integration, drug, etc. data may limit moving to broader interpretations of management improvement.

9. Management of instruction is not included in Section II yet is critical.

10. The questions of management style, stakeholder groups need to be examined in greater depth.

Recommendations

A. Ideal document would be a process manual.

B. Use of Wave I districts to provide help in improving planning process.

C. Registration process needs to be more meaningful.

D. Perhaps choice of concentration on certain areas of LRPSI would encourage more in-depth analysis of certain areas.

E. Role limitations need to be studied.

BEST COPY

F. Some way of encouraging "hide-out" districts to cooperate with intent needs to be identified.

IV. Staff Development

1. Need for extensive understanding of effective schools and the role of group responsibilities is essential.

2. Technical assistance relationships should be lasting ones.

A KNOWLEDGE USE PERSPECTIVE: COMMENTS ON A CONFERENCE

Evelyn M. Fisher
University of Pittsburgh

The Long Range Planning for School Improvement conference provided an opportunity for persons from school districts to meet with each other in discussion groups led by persons experienced in LRPSI activities. Discussion leaders focused their attention on special issues relevant to LRPSI. By having simultaneous but repeated discussion sections, participants could not only attend each special discussion but could do so with different mixes of fellow participants. Since participants were encouraged to interact with the discussion leader and with their peers, the conference could be characterized as a process of "collective intelligencing."[1] By this it is meant that the conference was not a "how to do" LRPSI workshop but rather a discussion about "how to think" about LRPSI as a whole and various issues that arise in undertaking planning and planned action.

LRPSI in the Context of Change Strategies

Since the social reform era of the 1960's and 1970's, there have been several dominant themes pervading most organized activities in the public sector of our society. One has been the belief that we can consciously examine the way in which we pursue organizational activities and relate these to goal attainment. A second is that we can improve our goal attainment by increasing our use of knowledge about what methods are currently being used for goal attainment, and what changes or innovations might be introduced as means to improve goal attainment. That is, we can specifically target change efforts. A third theme has been that the process of reflection and

[1] In private communication with the late Paul F. Lazarsfeld, he coined this term to refer to the interpretation of a guideline or assignment that recipients do collaboratively with one another in the absence of the person or persons who prepared it, as for example, students conferring with each other regarding the intentions of the professor.

decision-making should be made accessible to those with vested interests. This theme was manifested in the Freedom of Information and Sunshine Laws, for example. This is the broad sociocultural context in which activities to effect improvement in the public sector institutions are taking place. When the reform movement got underway, there was an expanding economy, tremendous confidence that professional practice could be improved by increasing its scientific knowledge base and a federal commitment to creating a great society. No public institution was more involved than education. Not only was education to be improved but schools themselves were to become the means or the vehicle for effecting much societal reform. Poverty, for example, was in the future to be reduced if not eliminated by adequately preparing all students for active participation as adults in the society; poverty in the present was to be alleviated in part by extending services such as medical, dental, nutritional, psychiatric, etc., to children who were in need through the schools as the institutions having access to them.

The schools were not to be unassisted in this reform effort. Behavioral and social scientists in increasing numbers were recruited to turn their attention to education. Scientific knowledge-based innovations were to be developed for use in schools. Assistance and incentives were given to schools who took action to improve their curriculum, instructional and/or management systems. When school personnel complained that the innovations developed by others did not address the problems they were confronting, strategies to help schools build their problem-solving capacities were developed with federal assistance. The schools then became the targets for change efforts as well as the means for effecting societal change.

Long range planning for school improvement is now emerging in a vastly changed climate. In some respects both the external incentives and optomistic

enthusiasm have lessened. It is a time of fiscal contraction and decreasing student enrollment. As several of the discussion leaders pointed out, it is also a time of diminished public confidence in public education. Perhaps the reform era left residual, unfulfilled expectations. Certainly the larger socio-cultural-economic context is different from the earlier reform era. But there is another noteable change. The focal point has shifted. School districts are being encouraged to undertake their own planning to improve outcomes desired by their own community and to begin from a better knowledge base of the present state of affairs. While it may be argued that in the previous era, schools or school districts were encouraged to adopt innovations that suited their needs, more attention was given to the innovation than the need. Many of the innovations were broad in scope and internally integrated. Curricular innovations included instructional strategies and management systems, which often involved changes in the role of the teacher. These innovations were to be adapted to the site. LRPSI begins with the site, its constituents, and an analysis of its needs with changes sought at whatever level seems relevant.

The Conference Processes

Before examining the specifics of the discussions themselves, some comment on the general processes from a knowledge use perspective are in order. LRPSI involves assessing the current state of affairs, collectively deciding which outcomes the district would like to improve and what changes might be introduced as a means to that improvement. These three are intricately interwoven and involve creating shared constructions of reality.[2]

Assessing the current state of affairs involves constructing the reality of the present; selecting outcomes to be improved involves constructing images

[2]For discussion of reality as constructed, see Holzner, (1968) and Berger and Luckmann, (1967).

of the future; deciding on the means to effect improvement involves selective constructions of the past, integrated with the present to bring about the future through purposive action. These are "reality constructions" because we cannot grasp reality itself. We make selected observations or use observations already made (data). The observations or data do not speak for themselves. We interpret them or impose order and meaning on them. This is a cognitive process which is influenced by the person's frame of reference. The collectivity involved in LRPSI may comprise a number of "stakeholder" groups. A stakeholder group is a class of persons with seemingly similar relationships to the phenomena under consideration, such as teachers, administrators, parents, etc. While one might expect members of stakeholder groups to have similar concerns and to focus their attention accordingly, the assumptions that members bring to the situation and the attributes they attend to may vary considerably (Dunn and Dukes, 1981). In discussing the current state of affairs, persons offer knowledge claims based on their assumptions, data considered and arranged into some meaningful configuration. People may disagree or agree, add their claims in contention or reinforcement (Dunn, 1981). The process is one of attempting to come to some shared construction that is acceptable as a basis for further action. The same type of effort occurs in envisioning future states of affairs to decide on what outcomes could be improved and in deciding how to effect desired futures. Technical assistance may be sought to broaden the experiential base, to bring in additional data or additional interpretations.

The conference discussion leaders served as technical assistants, not to engage in constructions of reality for each school district and their own plans but to assist in constructing reality about LRPSI itself.

While such group discussions, whether they are about LRPSI as process or about a specific plan, allow knowledge transacting, they do not necessarily

lead to complete consensus. They do allow underlying assumptions to be surfaced and knowledge claims to be put forth for consideration. The very act of participation can generate commitment and lead to collective agreement although some enlightened compromises must sometimes be made.

The Discussions of Leaders from a Knowledge Use Perspective

Each discussion leader selected some area of concern with respect to LRPSI in order to share their thoughts and experiences. In doing so, they broadened the experiential base, encouraged reflectivity and sensitized participants to issues that they have been concerned with or that they have perceived as of concern to the districts they have been involved in helping. Each discussion leader's paper will be examined, supplemented by observations made during the conference proceedings.

Charles Gorman discussed registration as a ritual. In doing so he surfaced concerns about LRPSI that he had encountered in working with schools, put forth knowledge claims from research on school improvement, attempted and offered a recommendation. The recommendation is to relate evaluation of what is occurring in schools with respect to effecting long range plans to registration. In so doing, registration becomes a public-informing vehicle that could increase public confidence and not a meaningless ritual merely to comply with state guidelines.

Gorman from his experience in working with school personnel is aware that many educators are skeptical of any significant change resulting from state-directed planning. If the underlying assumption is that planning is forecasting a future that is unlikely to be realized, then compliance becomes an empty exercise to be lived through. Gorman points out that sustaining stability as well as working toward improvement can be involved in long term plans. Planning can be a stimulus to observation and reflectivity, not merely

an attempt to achieve specific outcomes to be evaluated. It can provide access to the public of what is occurring in their schools, thereby increasing awareness, commitment and confidence. The intention of LRPSI is not the acceptance and maintenance of the status quo, however, but is to work systematically toward improvement. In his discussion, Gorman is formulating a problem and proposing a solution that needs to be tested. The problem formulation is being shared as a way of manifesting concerns that might otherwise remain latent and be concealed in ritualistic compliance but no real gain in improvement nor public confidence. Having formulated the problem, Gorman offers a solution which reflects knowledge gained through both research and experience. Such solutions cannot be logically deduced from research findings. They require the integration of various knowledge claims and should be treated as recommendations that must be tested and further researched. Gorman has brought together in his proposal two dominant concerns--how can we improve our schools and increase public confidence--and illustrated how these might be concomitantly addressed by linking registration and evaluation.

James Burk focused attention on the context in which LRPSI is taking place. He presented demographic data and demographic projections to illustrate that planning must consider the decline in student enrollment. The decrease in the number of students at the school district level reduces the cost effectiveness of many activities, instructional and managerial. Long range plans at the school and district level will be constrained by the decrease in students served and the economic limitations.

By focusing attention on this larger context that is affecting most schools, Burk increases the knowledge base to be considered as LRPSI is undertaken. He also supplies data that opens the possibility of alternative ways to lessen the constraints decreasing enrollment otherwise imposes. Some activities may be

possible or their per student cost reduced if school districts collaborate at the area level. He cites various managerial and instructional programs that have been handled at the area level which would have been impossible or inefficient use of scarce resources at the district level.

Burk is well aware of the concern for maintaining control at the district level and the fear that creating collaborative area units may diminish the district's control over their own activities. By offering the experience others have had in creating area facilities and cooperative management for economics of scale, he points out that districts need not be subsumed under these larger units. If LRPSI takes into consideration what improvements can be made at the district level and what improvements can be made at an inter-district level, districts can retain control over what their community wants and how it can most feasibly and effectively be accomplished. The larger area unit will then be comprised of districts collaborating on specific undertakings and will not supplant the districts themselves as the unit of planning and responsibility.

In provided demographic data and the experiences of other districts which have collaborated at the area level, Burk sensitizes participants to the context that otherwise might negatively affect their schools and their long term plans. Awareness of these trends allows a proactive planning stance rather than coping when the effects are felt.

DeFlaminis and Nicely recommended to participants that they view LRPSI processes from a holistic perspective. The various steps proposed in the guidelines are not independent and linear but must be recognized as intricately interwoven. Future visions of achievement cannot be separated from both the current state of affairs and the available means to effect them. DeFlaminis and Nicely note that too often the plans are drawn up too hastily and may indeed

be unfeasible or result in unintended consequences. Careful thought must be given not only to the targets of improvement efforts but to the most appropriate, cost effective and workable means. How the processes are to be monitored and evaluated must also be considered to ensure that progress is being made in the intended directions. They raise the issues that the guidelines may tend to restrict attention to curriculum change but point out that instructional strategies or changes in management may effect the desired improvements most effectively and efficiently. Staff development rather than changes in curriculum material may be more productive in some cases. Strategies, for example, to increase the feedback to teachers and their diagnostic skills may lead to more effective prescriptions in any content or skill area.

Actually effecting the change can only be done by the district personnel involved. It is critical therefore that all persons be involved in, committed to and knowledgeable about the plans, intentions and means. DeFlaminis and Nicely recognize the tension between commitment on the part of an external technical assistant and the dwindling resources of his/her supporting organization. While both they and Walter recommend continuity of relationships between the district and the technical assistants, they sensitize participants to slightly different issues. The former advise technical assistants not to promise more than they can deliver and to fulfill any commitments made; the latter suggests that since all technical assistants are likely to be overloaded, necessary skills unevenly distributed, a technical assistatn can help the district identify particular assistants capable of helping them. This assumes that the first technical assistant would be aware of the skills and competencies that persons in the I.H.E.'s or I.U.'s have, could match a particular school need to a particular individual and therefore make a recommendation. It is quite probable that potential technical assistants or subsets of them

do get to know one another's skills and orientations through conferences such as this, shared professional associations and collaboration with school districts. They may be members of each other's sociocognitive network, that is, persons who interact with each other directly or indirectly through writing and who share and mutually influence each others cognitions. When there are multiple technical assistants from one or more organizations, discussants agreed that collaboration and a division of labor must be worked out. At the common sense level, this is necessary so that redundancies are eliminated and conflicts avoided. From a knowledge use perspective, it is important that the technical assistants have a shared perception of what the district wants to accomplish and the assistance needed so that the results of the division of labor converge in the LRPSI process. The discussants also agreed that continuity of technical assistant, school district relationships be maintained. The rationale for continuity was not raised. It perhaps reflects their own experiences in working with school districts. While some technical assistants may interact and participate in the overall planning processes so that they share reality constructions with the district, other technical assistants might be called upon for very specific and intermittent help. Continuity with the former may be desirable because the assistance is more diffuse and of multiple type. They may indeed identify specifically competent persons to help with clearly articulated and bounded tasks. Walter focused her attention on management planning where technical assistance may be needed although that need is not always recognized. Certainly management planning must consider budgetary resources and the costs of effecting the improvement. All of the component but interrelated tasks such as the selection and introduction of new materials or strategies, professional development, evaluation must be managed and reconciled with budget allocations. Technical assistance

may be needed to collect or interpret data.

Wallace suggested the need for strong instructional leadership by administrators in the current context of reduced resources and public confidence. Based on research as well as his experiences as an administrative leader, Wallace recommended that participants perceive school improvement as a change process that involves people and not merely materials or strategies. It is a developmental process in which people's concepts as well as behaviors or activities may change. Sensitivity should be shown to the concerns of the people whose concepts or behavior may be altered. Unless their concerns, latent or expressed, are attended to and social support given, the chances of effective use of new procedures, knowledge, technology, etc. may be diminished.

Many past efforts and much of the research on planned change focused attention on an innovation treated as a packageable product that could be disseminated in toto. Technical assistance was equated with a linking or change agent whose task it was to help school personnel learn how to use the innovation in their classrooms. It was as though whatever had been the knowledge-in-use materials and activities that had been used would be replaced by the innovation. Preservice workshops and in service assistance were innovation focused rather than people focused. Wallace stressed the need for more attention to people, to their concerns and to their developmental processes. He cites research findings that indicated various concerns that people have that, unless alleviated, prevent the improvement of student outcomes from occurring. In doing so Wallace was increasing the knowledge base available to administrative leaders as they follow through on LRPSI. Recognizing that changes oriented toward school improvement require diagnostic and prescriptive skills, not merely administration, Wallace argued that school administrators must take on this

leadership function. Evaluation must be formative and linked to faculty development before summative evaluation takes place to compare outcomes obtained with prior accomplishments.

Staff development becomes an extremely important issue in times of scarce resources. Improvement in school outcomes may be more cost-effectively accomplished through the use of new theories or knowledge to which staff are introduced. Change need not always require new materials or technology. This more direct use of knowledge puts our understanding of knowledge use processes in the forefront of concern. Indeed it may be argued that the restriction in funds available directs attention to the very issue of the people involved and their cognitive processes which had been formerly neglected or underresearched.

Whether we are examining an LRPSI conference at which knowledge claims are being put forth for the consideration of administrators and technical assistants or the LRPSI processes occurring in schools, it is helpful to recognize these as occasions of knowledge use. Knowledge is not simply transmitted or transferred from a producer or disseminator and then used by recipients. Knowledge is mediated by frames of reference. As knowledge claims are put forth or encountered (as, for example, through reading), meaning and significance is imputed to them by the user. The potential user has an array of constructs, which are patterned to form orientations, assumptions and relationships among constructs that allow the user to assess and make sense of the knowledge claim. Frames of reference come into play as people assess a knowledge claim in terms of its relevance to them. If relevant, is the claim convincing and is it adequate for use? These processes are so much a part of our everyday interaction with others that we are not necessarily consicously aware or reflective of these cognitive activities. More awareness and explicit attention to these processes on the part of those who assume leadership

or technical assistance roles in LRPSI can increase our understanding of the improvement process.

The concerns that Wallace suggest we should be sensitive to result from assumptions and meanings people impute to the knowledge they are asked to use. These will differ among individuals although to some extent frames of reference are influenced by a persons location in social structure and perception of his or her responsibilities (Holzner and Salmon-Cox, 1982). We might, for example, expect that the frames of reference of School Board members will orient them toward the cost of introducing change and the acceptance or fit between the change and the expectations of their constituents. Teachers are less likely to use economic constructs in assessing change, unless they think scarce resources could be expended in more desired ways, and are more likely to assess it in terms of what affect it will have on their current practices and whether it fits with their knowledge-in-use. Teachers may be concerned with whether a change can be feasibly operationalized and what effect it will have on other activities.

Recognizing and being sensitive to these differences in frames of reference is critical to planning for improvement. This is so because shared constructions and commitments allow a division of labor such that task accomplishments converge rather than diverge or conflict as the course of future action is engaged upon. Greater awareness of improvement efforts has the potential for increasing public confidence in their schools.

REFERENCES

Berger, Peter L. and Thomas Luckmann. The Social Construction of Reality. New York: Doubleday, (1967).

Dunn, William N. "Reforms as Arguments." Knowledge: Creation, Diffusion, Utilization. Volume 3, Number 3, (March, 1982): pp. 293-326.

_____ and Mary Jo Dukes. "Multiattribute Procedures for Studying Adoption Decision Making," Program for the Study of Knowledge Use, Working Paper, University of Pittsburgh, (1982).

Holzner, Burkart. Reality Construction in Society. Cambridge, MA: Schenkman Publicity Company, Inc. (1968).

Holzner, Burkart and Leslie Salmon-Cox. "Frames of Reference and Prediction of Knowledge Use." Program for the Study of Knowledge Use, Working Paper, University of Pittsburgh, (1982).